DOCUMENT RESUME

ED 276 506 PS 016 184

AUTHOR	Zinsser, Caroline
TITLE	A Study of New York Day Care Worker Salaries and Benefits.
INSTITUTION	Center for Public Advocacy Research, New York, NY.
SPONS AGENCY	New York State Dept. of Social Services, Albany.
PUB DATE	Sep 86
NOTE	122p.
AVAILABLE FROM	Center for Public Advocacy Research, Inc., 12 West 37th Street, New York, NY 10018 ($10.00).
PUB TYPE	Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Day Care; Day Care Centers; *Fringe Benefits; Nursery Schools; *Personnel; Preschool Education; *Salaries; State Surveys
IDENTIFIERS	*New York; Project Head Start

ABSTRACT

Compensation of day care workers in the State of New York was investigated in a study involving 451 day care centers, Head Start programs, and nursery schools representing 4,844 employees. Data for New York City and the rest of New York were analyzed separately. In New York State, head teachers earned an average of $5.33 per hour and classroom aides $3.80. Day care employees were highly educated in relation to their compensation. Most day care employees were new to the field and received few benefits. New York city fees on average were 56 percent higher than New York State fees. Teacher turnover was high throughout the State. The most frequently cited reason for staff's leaving was to find a better job. Department of Labor and Bureau of the Census figures bore out survey findings in documenting low wages. Recent salary surveys from other states showed that New York State salaries and benefits, with the exception of New York City, were generally no better by comparison. A literature review on the subject of staff turnover and quality of care revealed substantial evidence that high quality day care cannot be maintained in a field where qualified workers are in increasingly short supply. The survey instrument and 24 tables of data are appended. (RH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED276506

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

A STUDY OF NEW YORK DAY CARE WORKER SALARIES AND BENEFITS

by
Caroline Zinsser
Project Director

A Report of
The New York State Child Day Care Research Project
of the
Center for Public Advocacy Research
New York City

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Center for Public Advocacy Research
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

PS 016184

Funding Provided by
New York State Department of Social Services

July 1986

BEST COPY AVAILABLE

The views presented in this report are those solely of the author and do not necessarily represent those of the New York State Department of Social Services.

Copies of this report may be obtained for $10.00 each from the Center for Public Advocacy Research, Inc., 12 West 37th Street, New York, New York 10018, (212) 564-9220.

Copyright 1986 by Center for Public Advocacy Research, Inc. All rights reserved. Printed in the U.S.A.

A Study of New York Day Care Worker Salaries and Benefits

by

Caroline Zinsser

Project Director

A Report of

The New York State Child Day Care Research Project

of the

Center for Public Advocacy Research

New York City

Funding Provided by

New York State Department of Social Services

September 1986

Table of Contents

Acknowledgements.....v

A Note on Terms.....vii

Introduction.....1

Summary of Research.....5

Research Objectives and Methodology.....9
Implementation.....10
Limitations and Barriers.....14

Results of the Survey.....19
Average Hourly Wage by Job Category by Program.....21
Average Hourly Wage by Job Category by Area.....23
Average Hourly Wage by Educational Level.....23
Average Hourly Wage by Years on Staff.....25
Fringe Benefits.....26
Program Characteristics.....28
Age of Children by Full-time Enrollment and Average Weekly Fee.....28
Full-time Enrollment by Average Weekly Fee.....29
Average Wages According to Program Characteristics...29
Average Weekly Fee by Average Hourly Wage.....29
Full-time Enrollment by Average Hourly Wage.....29
Age of Children in Care by Average Hourly Wage..30
Staff Turnover.....30
Percent of Staff Turnover by Program by Job.....30
Turnover Rate by Job Category by Area.....31
Hourly Wage by Turnover Rate within Job Categories.....31
Reasons for Staff Leaving.....32
Recruiting Staff.....33
Difficulty in Recruiting by Job Category.....33
Average Hourly Wages and Wages Necessary to Attract and Maintain Staff by Job Category.34
Comments Pertaining to Difficulty in Filling Positions.....35

Department of Labor Statistics.....45

Census Bureau Statistics.....48

Surveys in Other States.....49

College Survey.....55

Day Care and Parents' Work.....61

The Effects of Staff Turnover on Children.....69

Conclusions.....73

Recommendations.....81

Endnotes.....85

Appendix A: Questionnaire.....91

Appendix B: Tables 1-24.....95

Table 1: Programs and Employees Represented in the Surveys.....95
Table 2: Average Hourly Wage by Job Category by Program...96
Table 3: Average Hourly Wage by Job Category by Area.....97
Table 4: Average Hourly Wage by Educational Level by Program.....98
Table 5: Average Hourly Wage by Educational Level by Job Category.....99
Table 6: Average Hourly Wage by Years on Staff by Program.....100
Table 7: Average Hourly Wage by Years on Staff by Job Title.....101
Table 8: Percent of Programs Providing Benefits by Type of Program.....102
Table 9: Age of Children by Full-time Enrollment and Average Weekly Fee.....105
Table 10: Full-time Enrollment by Average Weekly Fee.....106
Table 11: Average Weekly Fee by Average Hourly Wage.....107
Table 12: Full-time Enrollment by Average Hourly Wage....108
Table 13: Age of Children in Care by Average Hourly Wage.109
Table 14: Percent of Turnover by Program by Job Category.110
Table 15: Turnover Rate by Job Category by Area.....111
Table 16: Turnover Rate Compared to Hourly Wage within Job Categories.....112
Table 17: Reasons for Staff Leaving.....113
Table 18: Difficulty in Recruiting by Job Category.....114
Table 19: Average Hourly Wages and Wages Necessary to Attract and Maintain Staff by Job Category.....115
Table 20: Comments Pertaining to Difficulty in Filling Positions.....116
Table 21: Hiring Specifications, New York State Department of Labor, July-December 1984.....117
Table 22: Summary of 1984 Graduates' Salary Level, Cayuga Community College.....118
Table 23: Middle Atlantic Career Counseling Association Salary Survey, 1985.....119
Table 24: Salary Scale for AFSCME Members in New York City Funded Day Care Centers.....120

Acknowledgements

Many people gave their time, expertise and support to this project. As a resource member of the Educator/ Caregiver Labor Supply Committee of the New York State Commission on Child Care, I spent many hours discussing policy recommendations together with committee members Sue Vaughn, Lorraine Tierney, Alice Brown, Alvin Turner, Ella O'Brien, Megan McLaughlin, and Commission Executive Director Polly Spedding and learned from their expertise, experience, and wise suggestions.

Many people responded quickly and generously to our requests for information. I would like to mention especially Jay Nadelbach of the Day Care Council of New York, Margaret Menard of the Federation of Catholic Teachers, David Sherman and Margorie Wilkes of the United Federation of Teachers, William Gawchik of the Division of Day Care Licensing, New York State Department of Social Services, Michael Sullivan, Division of Research and Statistics, New York State Department of Labor, and Nancy de Prosse, District 65, United Auto Workers. Judy Hendler, of Market Probe International, offered advice and expertise on statistical analysis. The staff of Child Care Inc., as fellow advocates for day care, supplied mailing lists and advice. Charles Brown, our program officer in the New York State Department of Social Services, initially recognized the importance of this study and offered helpful suggestions in its planning.

Gloria Wallick and Dorothy Lasday of the New York State Child Care Coordinating Council patiently explained the intricacies of publicly-funded day care and encouraged our efforts. Local Coordinating Councils willingly helped us in urging their members to return our questionnaires.

Charles Brown, Sue Vaughn, Polly Spedding, Sandra Lamm, and Louise Stoney reviewed the manuscript and offered valuable comments.

Most of all we are indebted to those program directors who, despite busy schedules and overloads of paperwork, took the time to answer our questionnaires and to write thoughtful comments. It was through reading the questionnaires that we were able to understand both the dedication to quality that day care workers bring to their work and the depth of their concern that these standards of quality may be impossible to maintain.

Finally, I would like to thank Ronald Soloway, director of the Center for Public Advocacy Research, for his advice and support.

A Note on Terms

In this report the terms "day care" and "child care" are used interchangeably for what is most properly called "child day care," the part-time care of children provided by those outside of the child's immediate family.

In New York, full-day center care is defined as the center-based care of three or more children for more than three hours a day and is licensed by the state. Our surveys included not only voluntary (not-for-profit), proprietary, and Head Start programs which fell under this category, but also nursery schools, which we treated as a form of "center-based" care.

We tabulated data from our surveys separately for New York City and for the rest of New York State. In reporting our results, "New York City" refers to the city, and "New York State" refers to the balance of the state, exclusive of New York City. In speaking of the state as a whole, we use "New York."

"Writing this while holding someone who needs attention."

(comment on a returned salary questionnaire)

Introduction

The subject of this research report is compensation of day care workers in New York. The Center for Public Advocacy chose to study this particular group of workers as part of its on-going commitment to public advocacy on behalf of those who are politically less powerful.

How well day care workers are compensated for their work of educating and caring for young children is an issue embedded in larger questions of public policy--questions of children's welfare, of women's equity, and of economic growth.

The rapid increase in the labor market particpation of mothers of young children has outpaced public planning for the care of children. Public schools are our largest publicly- supported institution for the education and custodial care of children, yet schools do not usually care for children under age five, and their calendars and schedules do not coincide with those of the world of work. As a result, very young children and school-age children outside of school hours are cared for through a patchwork of arrangements that vary widely in organization and quality.

Although center-based care accounts for a relatively small percentage of all child care arrangements (it has been estimated at 15%), it is a form of child day care that is subject to public planning through licensing and credentialling procedures and monitoring as well as through government subsidies.[1]

For the purpose of this report, we studied three large systems of center-based care--day care centers, both voluntary (not-for-profit) and proprietary, Head Start programs, and nursery schools. Each of these systems has a different history of its own, but they are increasingly drawn together by common problems of caring for and educating children during their parents' working hours. In terms of public policy, it makes sense to consider these systems together and to try to dovetail their services with those of the public schools.

In any discussion of day care as public policy, a foremost consideration is one of quality. Research, as will be described in this report, has documented the link between program caregivers and measurable outcomes of quality. Quality care is of primary importance to the welfare of children. It is also a necessary underpinning to government sponsorship of day care as a form of public support for parents in the labor force, those who are entering the labor force, and those who are in training for the labor force.

When we began this research, we were aware that day care worker compensation was generally low. The care of young children, traditionally work performed in the home and not for wages, is undervalued in a society which measures the status of work by the salaries of employees. Because over 90% of day care workers are women, they face the same problems of inequity as other female-dominated sectors of the workforce. An additional problem is that day care

workers are, in effect, in the employ of other women who are themselves paid less than men--leaving day care workers with a lesser share of a lesser share.

Our research questions were formulated to enable us to analyze our data for correlations between staff and program characteristics, job categories, geographic area, and hourly wages and benefits. Our larger research goal was to document the correlation between day care worker compensation and the quality of care that is necessary for children and parents in New York to lead productive and satisfying lives.

Summary of Research

We tabulated data received from 451 day care centers, Head Start programs and nursery schools in New York representing 4,844 employees. We analyzed our results separately for New York City and for the rest of New York State.

In New York State (the balance of the state, exclusive of New York City), head teachers earned an average of $5.33 per hour and classroom aides $3.80. Wages were highest in New York City, with teachers earning an average of $9.14 per hour and aides $5.85, followed by Westchester, Rockland, and Nassau Counties.

Day care employees were highly educated in relation to their compensation. In New York State 55% of head teachers had three or more years of college. In New York City the figure was 88%. Of these, most held at least a bachelor's degree in early childhood education and a substantial number (10% of total head teachers in New York State and 32% in New York City) had completed post-graduate study. In New York State teachers with more than four years of college received $2.17 more per hour than teachers with no college.

Most day care employees were new to the field. More than half of all head teachers (67% in New York State and 54% in New York City) and 83% of all classroom aides had been on staff three years or less. Experience was not consistently rewarded. Average wages did not increase

steadily with years on staff and, in a number of cases, decreased.

Day care workers receive few benefits. In New York State, 54% of all programs provided individual health coverage, 26% provided family health, and 19% provided dental health, with Head Start programs providing the most coverage. In New York City, the figures were 66%, 56% and 50%, with the Agency for Child Development centers providing the most coverage. In New York State, 18% of all programs provided retirement plans and life insurance. In New York City, 44% provided retirement and 36% life insurance. Reduced or waived child care fees (traditionally offered as a unique benefit in the day care field to employees with young children) were offered by 42% of programs in New York State and only 16% in New York City. Less than half of programs (43% in New York State and 41% in New York City) provided yearly cost-of-living adjustments.

New York City fees on average were 56% higher than New York State fees. Fees decreased as the age of the child in care increased but remained about the same as enrollment size increased. In New York State, wages showed only very slight increases as fees increased. Programs with smaller enrollments and those caring for children age three to five paid higher hourly wages (these included most nursery schools).

Turnover was high throughout the state. The turnover rate for head teachers for the previous year for the average

center was 40%, whether in urban or rural counties or in New York City. The turnover rate for aides was 45% in New York State and 22% for aides in New York City; for directors, it was 20% and 15%, respectively. Generally, we found that as wages increased, turnover decreased.

The most frequently cited reason for staff's leaving was to find a better job. Seventy-five percent of New York State programs and 65% of New York City programs gave reasons having to do with seeking other jobs as explanations for staff turnover. In recruiting new staff, all programs reported that the position of head teacher was the most difficult to fill. Estimating what wages would be necessary to attract and retain staff, programs gave figures for beginning wages that were at least as high as present average wages. They judged the position of head teacher as most in need of wage increases. Commenting on staffing difficulties, programs most often cited low pay, few benefits, and the growing shortage of qualified applicants.

Department of Labor and Bureau of the Census figures bore out our survey returns in documenting low wages. Child day care wages offered through the New York State Job Service were less than the average hourly wages reported in our surveys, ranging from the minimum wage of $3.35 to a high of $7.52. The Census Bureau, reporting on the 1982 census of service industries, counted 21,545 child care employees in New York. Using reported figures from all

New York child care programs, the Census Bureau computed an annual payroll per employee of $7,893.

Recent salary surveys from other states showed that New York State salaries and benefits, with the exception of New York City, were generally no better by comparison. A survey of community colleges that offer two-year training programs for work in child care centers showed that graduates from these programs earned less than those from any other college program and that this was true in other mid-Atlantic institutions as well as in New York.

Finally, we examined the literature on the subject of staff turnover and quality of care. We found substantial evidence that although continuity of high quality care is beneficial to children and to their parents' work productivity, such high quality day care cannot be maintained in a field where qualified workers are in increasingly short supply.

Research Objectives and Methodology

Our overall research objectives in this study were to find out how much day care workers in New York are paid and receive in benefits and to explore the connection between low compensation and quality of care. Because no systematic, centralized collection of salary data was available, we decided to collect data from each program. We sent questionnaires to licensed voluntary and proprietary day care centers, Head Start programs, and nursery schools asking for information about individual workers within each program. Our first set of questionnaires went to programs outside of New York City and our second set went to programs within New York City. We made no attempt to cover family day care or unregulated programs.

The areas that we wanted to cover were individual salaries; benefits; and how salaries were related to job titles, educational levels, years on staff, numbers of children served, fees, and staff turnover. We also wanted to elicit opinions on the difficulty of replacing staff, the reasons for the difficulty or lack of difficulty, and what wage would be needed to attract and retain qualified staff.

In addition to the survey by questionnaire, we wrote to New York community colleges with Departments of Early Childhood Education asking for information on salaries earned by their graduates, and we obtained current job listings with the State Employment Service from the New York State Department of Labor.

Implementation

In preparing our questionnaire, we first submitted a draft to representatives from the State Department of Social Services, the New York State Commission on Child Care, the New York State Child Care Coordinating Council, and Child Care Inc. for review and recommendations. We also corresponded with day care organizations in other states who had conducted salary surveys, and we asked for copies of their questionnaires.

In this respect, The Child Care Employee Project of Berkeley, California, was of particular help. Under the direction of Marcy Whitebook, the Project has provided leadership to a national movement to improve day care worker compensation and working conditions and has acted as a clearinghouse for groups conducting day care worker salary surveys. The Project's guide, Salary Surveys; How? Why? Who? When? Where?, offered many practical suggestions.[2] We followed its advice and asked for salaries on an hourly basis. An hourly wage would enable us to compare salaries in programs whose employees worked either part-time or full-time and in programs with different hours and working days.

In its final form, our questionnaire was four pages long. We conducted a pilot test by sending the draft to three centers--one whose director had been recommended to us as particularly willing to cooperate with research efforts and to two others chosen at random from the New York City

telephone book. We asked these directors to tell us of any ambiguities they encountered and to let us know how much time the questionnaire took to complete. When the form of our questionnaire had been finalized, we consulted with a computer program specialist on coding for maximum statistical analysis based on frequency distribution (see appendix).

In our first mailing to New York State programs outside of New York City, we sent questionnaires to 976 day care centers and Head Start programs, using mailing labels provided by the Department of Social Services from its list of licensed programs. We also mailed the questionnaire to 141 nursery schools that had voluntarily registered with the State Department of Education. In our covering letter, we explained our project and promised anonymity to individual programs. We also enclosed a stamped self-addressed envelope. As an added incentive to answer the questionnaire, we offered to send copies of our day care research findings to those programs that requested them.

After the suggested deadline for the return of the questionnaires had passed, we enlisted the help of the Child Day Care Councils of New York State to urge programs that had not responded to do so. We gave 29 local councils the lists of programs in their area that needed reminders. With the cooperation of the councils, we increased the number of quesionnaires returned.

Of the 1,117 questionnaires mailed to programs outside of New York City, 28 were not deliverable. We received a total of 303 completed questionnaires representing 341 programs--14% of the nursery schools and 33% of the day care centers and Head Start programs--for an overall return of 31%.

Each returned questionnaire was read and hand-coded for data tabulation where necessary. On the open-ended questions (reasons why employees had left their jobs, comments about the relative difficulties of filling positions, suggestions for improvements), we divided the answers into categories, which we then coded. In other words, rather than pre-coding these responses, we allowed respondents to reply in any way they wished and then constructed a coding system from their various answers.

In similar fashion, we did not designate job categories, but instead, we allowed the respondents to list their own job titles and then coded these by hand into eleven categories. We divided classroom staff into three categories: head teacher, assistant teacher, and aide. In using these designations, we followed what we construed to be common usage and what had been most widely used in other salary surveys. For administrative staff, we used the designations of director, assistant director, bookkeeper, and secretary. We also separately coded nurses, cooks, maintenance workers, and "others."[3]

We made two separate analyses of the results of the first mailing. We tabulated the preliminary results based on 214 returns, representing 2,142 employees, in order to prepare testimony for a public hearing organized by the New York State Senate Democratic Task Force on Child Care on January 22, 1986. We made the second and final analysis, reporting on 3,490 employees, in time to testify at the public hearing of The New York State Commission on Child Care on February 5, 1986. (Twelve additional questionnaires, which were received too late to be coded, were not tabulated in our rate of return.)

Our second set of questionnaires was sent to programs in New York City. In this mailing, we changed the questionnaires slightly. In our questionnaires for New York State programs, we had categorized centers by whether they were voluntary or proprietary and whether or not they received public funding. Our other program categories were Head Start and nursery schools. In New York City we changed our categories to conform to New York City licensing and funding arrangements and then coded the returns so that figures would be comparable between New York City and New York State.[4]

For the New York City mailing, we used the lists of Child Care Inc. Information Service, a computer-based data bank. Using their Information Service mailing labels, we sent questionnaires to 1,331 programs including 510 independent programs, 332 Agency for Child Development day

care centers, 332 parochial programs, and 157 Head Start programs. Thirteen of these questionnaires were not deliverable. We received 121 completed questionnaires representing a 9% overall rate of response. We received an 11% response from independent programs and a 15% response from the Agency for Child Development centers. The 2% response from Head Start programs and the 2% codable response from parochial programs represented such small numbers that we did not include these two categories of programs in our computer analysis.[5]

Limitations and Barriers

Although our first mailing of questionnaires to programs outside of New York City yielded a high enough return to be statistically significant, there were, nevertheless, limitations to our research design and barriers to its implementation. Perhaps the most significant skewing of our results is caused by the inevitable problem of being limited to data from those centers who chose to answer our questionnaire. It may be that the centers who pay their employees least would not want to reveal their figures to outsiders--particularly if the program were a proprietary one. Directors, particularly if they are also owners, might not want to disclose their own salaries in comparison with those of their staff. We might also be over-represented by those centers most closely connected to Child Care Coordinating Councils who were cooperating with our project.

We were also subject to inaccuracies or distortions caused by self-reporting. Although we did not say in our cover letter that our research was directed toward the goal of improving day care worker salaries and benefits, we found that the written comments about the difficulties in hiring were directed toward what was assumed to be a sympathetic audience. In often impassioned terms, the writers expressed their frustrations and called for help. Perhaps our agency's name, with its emphasis on advocacy, was self-explanatory. In any case, there is a possibility that descriptions of staffing difficulties were presented in their most problematical form.

We were able to ascertain several reasons for the low rate of return of the questionnaires in New York City. A few center directors telephoned us to ask about the research. Those who were in day care centers or Head Start programs funded through the Agency for Child Development were puzzled by our request for salary and benefit information because with few exceptions these programs were unionized and paid their employees according to union scale. Several program directors in parochial schools wrote on their returned questionnaires that questions of salary were "not applicable" and referred us to the archdiocese that established salary scales for those workers who were not members of religious orders.

Of the various categories of programs in New York City to which we sent questionnaires, only one group operated

without a system-wide salary scale--the 510 "independent" programs. A few of these directors also telephoned to ask about the purpose of the research, what use would be made of the results, and under what auspices the survey was being carried out. From talking to these directors as well as to the head of the early childhood division of the Independent School Association of Admission Officers of Greater New York, we learned that independent program directors regard salary information as confidential and would be unlikely to answer a questionnaire on that subject unless they were acquainted with the organization which requested it.

Our questionnaire for New York City programs followed by several months one sent by the New York City Early Childhood Education Commission Survey to the same mailing list in connection with the mayor's proposal to educate four-year-olds in New York City. (We consulted with the Commission during the preparation of our questionnaire so that the two mailings would dovetail with each other rather than overlap.) Compared to our returns, the Commission return of 25% was much better. We speculate that programs responded more readily to the requests from the mayor's office than to our unfamiliar research agency and that programs were willing to answer questions in areas other than salary (the Commission questionnaires contained no salary questions) more readily. But even with these advantages, the Commission's rate of return was much less than the Center's rate of return on programs outside of New

York City. Our conlusions from this are that New York City directors are, for various reasons, less approachable and more cautious than their counterparts outside of the city in revealing salary and benefit information. A final fact about the city program directors to whom we talked was that they all complained about being over-burdened by paperwork. Out questionnaire was regarded as one more in an endless succession of bureaucratic forms to be completed.

Even with our low rate of return in New York City, we decided to analyze our results by computer. Although our sample was limited, we were able to verify its validity by comparing it to system-wide salary scales (for ACD centers, Head Start programs, and parochial schools). Small though our sample was, it was a unique set of data. And by analyzing our New York City results by computer, we were able to compare New York State and New York City figures.

Results of the Survey

For the purposes of comparing New York City and New York State figures we divided programs into five categories--voluntary centers receiving public funds, voluntary centers receiving no public funds, proprietary centers, nursery schools, and Head Start programs. In New York State most centers which receive public funds are "mixed" centers with "slots" or places both for children of parents who are eligible for subsidized fees and for children whose parents pay full fees. The local Departments of Social Services contract with licensed centers to provide subsidized slots and reimburse these centers according to an established rate per subsidized slot. The Departments of Social Services usually contract with voluntary centers but may use proprietary centers if necessary. Because funding is contingent upon local county contributions (as well as upon federal and state money), not all counties offer subsidized slots.

In New York City, by contrast, where subsidized slots are funded through the city's Human Resources Administration, most centers are "fully funded" rather than "mixed." Within these centers, which are centrally administrated through the Agency for Child Development, all children are of parents eligible for subsidized slots. Only a relatively small number of centers are "mixed," receiving government reimbursement for some of the children in care, under Limited Purchase of Service agreements or vouchers,

and receiving full parent fees for the other children. In New York City no proprietary centers are contracted for subsidized slots.

For the purposes of our analysis, we grouped New York City Agency for Child Development (ACD) centers together with Limited Purchase of Service (LPOS) and voucher program centers under the single category of voluntary centers receiving public funds. (In our survey returns, Limited Purchase of Service and voucher programs accounted for 8% of the total employees in voluntary centers receiving public funds.) In New York State we put all proprietary centers in one category regardless of whether or not they received public funds. (In our survey returns, employees in proprietary centers with subsidized slots represented 9% of the total employees of proprietary centers.)

We labelled those voluntary centers in New York City which cared for children age three to five years only and received no public funds as nursery schools. (In New York City, all day care centers, including nursery schools, are licensed by the New York City Board of Health. In New York State, nursery schools are not licensed by the Department of Social Services, as are day care centers, but may voluntarily register with the State Department of Education.)

Although we had sent questionnaires to New York City Head Start programs and parochial school programs, our

return was so low in these two categories that we did not tabulate the results.

The numbers of employees and programs represented in our survey returns are shown in table 1.

Average Hourly Wage by Job Category by Program

We asked respondents to state their employees' salaries in terms of an hourly rate or to indicate hours and days worked so that we could compute an hourly rate. Many staff members work less than a 40-hour week or less than a 52-week year, or both. Nursery schools often operate on a public school calendar year and for a half-day only (although an increasing number are expanding their programs to accommodate the schedules of working parents). When we converted hourly wages to annual salaries, however, we computed a 2,080-hour year (40 hours x 52 weeks). Therefore, our computed annual salaries may be more than employees would actually earn in a year if they worked less than full schedule or if, as is often the case, they were not paid for their holidays, vacations, or sick leave.

In New York State, directors earned an average salary of $8.29 an hour, or $17,243 annually (if they worked the full 2,080 hours). Assistant directors earned $6.18 per hour, or $12,854 annually; head teachers averaged $5.33 per hour, or $11,086 annually; assistant teachers averaged $4.30 per hour, or $8,944 annually; and aides averaged $3.80 per hour, or $7,904 annually.

Nursery schools paid the highest rates per hour, followed by Head Start programs, but workers in both these

categories usually work less than a full eight-hour day and less than a full year. If we eliminate nursery schools and Head Start programs from our computations and average the wages for all voluntary centers and proprietary centers in New York State, we reach average hourly wages for workers of $4.98 for head teachers, $4.14 for assistant teachers, and $3.69 for aides.

In New York City, directors earned an average hourly wage of $13.09, or $27,227 annually (if they worked an 2,080 hour year). Assistant directors averaged $10.29, or $21,403 annually; head teachers averaged $9.14, or $19,011; assistant teachers averaged $6.85, or $14,248 annually; and aides averaged $5.85, or $12,168 annually. In our survey differences in wages between programs in New York City were less pronounced than in the New York State results. The spread of salaries from directors to aides, however, was greatest for nursery schools and least for publicly-funded voluntary centers. Aides in New York City voluntary centers receiving public funds averaged $6.15 per hour, a higher rate than all other programs (but in these centers aides usually work only four hours per day).

In non-teaching staff positions, New York State day care staff bookkeepers earned more per hour than teachers. Staff secretaries and cooks earned more per hour than assistant teachers, and staff maintenance workers earned more per hour than classroom aides. In New York City staff secretaries and bookkeepers earned more than assistant

teachers, and cooks and maintenance workers earned more than aides (see table 2).

Average Hourly Wage by Job Category by Area

We computed hourly wages by job category for each county except those in New York City, which we aggregated. We also aggregated hourly wages for all rural counties and for all urban counties. (We counted as urban those counties in which more than 1,000 children were enrolled in licensed centers.) We found that wages were highest in New York City, followed by those counties which surrounded New York City--Westchester, Rockland, and Nassau.

Differences between the average hourly wages in rural counties and those in New York City according to job category were 84% higher for director, 81% for head teacher, 76% for assistant teacher, 74% for assistant director, and 61% for aides. The higher-qualified positions--director and head teacher--showed the greatest wage differential between low-paying areas and high-paying areas. These differences may have been further accentuated by the fact that in New York City center directors and head teachers were more highly educated than those in the rest of New York State (see table 3).

Average Hourly Wage by Educational Level

We asked respondents to list the educational level of all employees by years of school completed. We then correlated educational level with hourly wage by type of program and within job categories. We found that in New

York State 9% of directors, assistant directors, head teachers, assistant teachers, and aides had more than four years of college; 29% had three or four years of college (and most of these, by informal count, were four-year college graduates). In New York City educational levels were higher--20% of all staff had more than four years of college and 30% had three or four years. In the categories of programs, nursery school staff averaged the most years of college; proprietary center staff, the fewest years of college.

Hourly wages increased with educational level so that in New York State, across all job categories, staff with more than four years of college earned 94%, or $3.87, more per hour than staff with no college education. In New York City the difference was 81% (see table 4).

When we looked at wage increases within job categories, however, the gains were smaller. In New York State 82% of head teachers, 47% of assistant teachers, and 27% of aides have had one or more years of college. In New York City the percentages are 93%, 63%, and 22%. Within these job categories in New York State, teachers with more than four years of college received an hourly wage 59%, or $2.71, higher than those with no college education. For assistant teachers the difference was 66%, and for aides, 47%. In New York City the differences within job categories between hourly wages of staff members with no college and those with

more than four years was 35% for head teachers, 19% for assistant teachers, and 13% for aides (see table 5).

Average Hourly Wage by Years on Staff

We asked respondents to tell us how many years each employee had been on staff. We then compared years on staff with average hourly wage by program. In New York State the percentage of staff who had been with their programs three years or less was 49% of directors, 52% of assistant directors, 67% of head teachers, 72% of assistant teachers, and 83% of aides. In New York City the percentages for three years or less were 27% of directors, 40% of assistant directors, 54% of head teachers, 45% of assistant teachers, and 83% of aides. In New York State nursery schools had the largest percentage (20%) of employees who had worked over eleven years. In New York City, fully-funded ACD centers had the largest percentage (17%) of employees who had worked eleven or more years on staff.

When we compared the average hourly salary of staff members who had worked in programs five years or less with those who had worked six to ten years, we found that wages increased when compared across programs. In both New York State and New York City nursery school staff showed the largest increase--73%, or $3.35, per hour in New York State and 60%, or $3.87, per hour in New York City. Publicly-funded centers in New York State showed a gain of 42%, or $1.72, for more years on staff and in New York City a gain of 13%, or 94¢. Across all programs, the average wage for

staff workers in New York State with five years or less experience with a program was $5.02; the average wage for those with six to ten years experience $6.28--an increase of 25%. In New York City the difference was between $7.81 and $8.79, an increase of 13% (see table 6).

When we examined hourly wages compared to years on staff within job categories, we found that average wages did not increase steadily with years on staff. Fluctuations occurred in all job categories. In New York State average hourly wages for employees who had been on staff for five years were higher than for those who had been on staff from six to ten years in every job category except head teacher. (This may be because long-established programs have not raised their wages to the levels of newer programs.) In New York City we also found that wages did not show a steady increase with years on staff except in the assistant teacher category. Only assistant teachers' and aides' average hourly salaries were higher at the six-to-ten years level than at the five-years or less level. For directors, assistant directors, and head teachers the average salary levels were lower at the six-to-ten years level than at the five-or-less years level (see table 7).

Fringe Benefits

We wanted to calculate the percentage of programs providing fringe benefits beyond those mandated by state or federal law for all employees. The format for this part of the questionnaire confused some people, particularly in the

categories of paid vacation, paid sick days, and paid holidays. Some respondents neglected to check these categories even in programs where such benefits are required by contract (such as ACD fully-funded centers in New York City). As a result, these categories are, to some extent, under-reported.

Because it became obvious that repondents were confused as to whether the New York State mandated disability leave for maternity "counted" as a benefit, we discounted the results of the category of maternity leave.

In health benefits we found that in New York State 54% of all programs provided individual health coverage, 26% provided family health coverage, and 19% provided dental health coverage. Nursery schools, where many employees work part-time, provided the least amount of health insurance and Head Start programs the most. In New York City 66% of all programs provided individual health insurance, 56% provided family coverage, and 50% provided dental coverage. Again, nursery schools provided the least amount of health insurance. Agency for Child Development centers provided the most coverage.

In New York State 18% of all programs provided retirement plans and life insurance. In New York City 44% provided retirement and 36% life insurance. In the other categories, New York State had higher percentages of programs providing benefits than New York City. These were: reduced or waived child care fees, time off for education or

training, and paid sick days, vacation days, and holidays (but the average number of days provided in New York City was more than New York State). In New York State 43% of programs provided a yearly cost-of-living adjustment. In New York City the percentage providing a yearly COLA was 41% (see table 8).

Program Characteristics

Age of children by full-time enrollment and average weekly fee: We asked respondents to give their program's enrollment by ages of children in care--under three years, three to five years, and six to fourteen years. We not only wanted information about the characteristics of the programs in our survey, but we also wanted to see how the age of children served was correlated with fees.

Full-time enrollment was sometimes difficult to calculate. Some nursery school directors, for example, reported varying schedules of two, three, or five half and full days with different hours for different groups. Fee structures also varied. Head Start programs charged no fees. Most New York City ACD center directors did not return information on fees and marked the question "not applicable." In the six-to-twelve years of age category, respondents stated an average weekly fee based on after-school hours only, not on a full-time equivalent.

Because of these variables, we were cautious in our interpretation. In general, fees decreased as the age of the child in care increased, with a sharper rate of

reduction in New York City than in New York State. New York City fees on average were 56% higher than New York State fees. The average group size in both surveys for children under three was smaller than for children three to five, which included nursery schools (see table 9).

Full-time enrollment by average weekly fee: When we correlated average weekly fees with full-time enrollment, we found that in the New York State programs fees remained about the same regardless of enrollment size. In New York City fees were highest when the enrollment averaged 20 to 39 (see table 10).

Average Hourly Wages According to
to Program Characteristics

Average weekly fee by average hourly wage: When we correlated average fees with average wages, we found in New York State that wages showed only very slight increases as fees increased (and at the highest fee level of $80 per week and over, the average wage showed a slight decrease from the previous level). In New York City there was no obvious pattern of correlation between fees and wages, but the numbers (which did not include the ACD fully-funded programs) were too small to serve as a basis for generalization (see table 11).

Full-time enrollment by average hourly wage: When we looked at the average hourly wage as a correlate of size of enrollment in New York State, we found that wages varied from $4.98 to $5.82 with smaller programs paying higher

wages. In New York City, where most of the programs reporting had enrollments of 40 children and over, the average wage for this category would have been more meaningful had we extended our program-size categories to 50-to-59, 60-to-69, etc. (see table 12).

Age of children in care by average hourly wage: Most programs in our survey served children from three to five years or from under three to five years. Those which served children from three to five years only paid higher wages than those which served the larger age span of under three to five years. Since the programs serving children from age three to five only included all Head Start and nursery school programs, the wage difference may reflect program differences as much as age-level differences as a determinant of salary. The number of programs serving children under three years only and six to fourteen years only was too small to be significant (see table 13).

Staff Turnover

Percent of staff turnover by program by job: To calculate the rate of turnover, we divided the number of employees who left their jobs during the previous year by the total number employed in each job category in each program. These percentages were then averaged to figure a turnover rate per year for the average program.

In the average New York State program there was a yearly turnover rate of 40% for head teachers, 44% for assistant teachers, and 45% for aides. The higher the

classroom job category, the lower the rate of turnover. In New York City, the opposite was the case. Head teachers had the highest rate of turnover at 39%, assistant teachers were next at 27%, and New York City aides had the lowest turnover rate for classroom job categories at 22%. In both New York State and New York City, directors had the lowest turnover rates of 20% and 15% respectively. Assistant directors had turnover rates of 32% and 19%.

Comparing turnover rates by program, nursery schools in New York State had the lowest rates of turnover. In New York City the turnover rate of head teachers in publicly-funded programs was particularly high (particularly when compared with the turnover rate for assistant teachers and aides in those programs) (see table 14).

Turnover rate by job category by area: When we compared the turnover rates in New York State between urban and rural counties, we found that, except in the case of assistant directors, whose numbers were small, differences in turnover rate by area were insignificant (see table 15).

Hourly wage by turnover rate within job categories: We computed hourly wages compared to turnover rate within job categories. Generally, we found that salaries decreased as turnover rate increased. Although there were a few exceptions to the general downward movement of hourly pay as turnover increased, when we compared the salaries within each job category in programs where the turnover rate was less than 10% to those where turnover was more than 75%, we

found that the higher turnover rate was always correlated with the lower salary. The correlation was weakest for assistant teachers. Assistant teachers in low turnover programs earned only 45¢ more per hour in New York State and only 16¢ more per hour in New York City than those working in high turnover programs (see table 16).

Reasons for staff leaving: In our question relating to turnover rate (we asked for the number of staff who left during the previous 12 months and the total number employed by job category), we also asked the "reason for leaving." This was not a pre-coded question because we wanted to form our categories from the answers themselves rather than to require respondents to choose between predetermined alternatives. From the answers given we formed 11 categories.

The most-often cited reason for leaving (cited by 37% of New York State programs and 35% of New York City programs) was "other employment/better job." In New York State 25% of programs reported workers leaving because of "low pay" or "lack of benefits" or both. In New York City 17% of programs listed "other teaching job" as a reason for staff leaving (perhaps reflecting the drain to the public schools).

By adding the categories of "low pay/lack of benefits," "promotion/career advancement," "other employment/better job," and "other teaching job," we reach a total of 75% of New York State programs and 65% of New York City programs

giving answers having to do with seeking other jobs as the reason for staff turnover (see table 17).

Recruiting Staff

Difficulty in recruiting by job category: We asked respondents to indicate on a numbered scale the difficulty in recruiting personnel according to job category. We also counted those who answered that they did not know or that the question was not applicable (usually because there had been no vacancies in recent years in a given job category).

In phrasing the question we duplicated the form used by the New York City Early Childhood Education Commission Survey of 1985 so that we could compare our data with theirs. (This was the only question duplicated on both surveys).[6]

Answers indicated that the position of head teacher was the most difficult to fill. In New York State 59% of programs reported "some" or "much" difficulty in recruiting head teachers. In New York City both our survey and the New York City Early Childhood Education Commission Survey showed 75% of programs reporting difficulty in recruiting head teachers.

Of classroom positions, aides were the least difficult to fill. Thirty-nine percent of New York State programs reported difficulty in recruiting aides. In New York City our survey showed 12% of programs reporting difficulty in recruiting aides, and the New York City Early Childhood Education Commission Survey showed 20% (see table 18).

Average hourly wages and wages necessary to attract and maintain staff by job category: We asked respondents to estimate what hourly salary would be necessary to attract and retain staff in their communities. We asked for wages needed for both beginning and experienced staff in each job category. Most of the answers were stated as salary ranges, which we converted to median hourly wages.

When we compared the wages considered desirable to those which at present prevail, we found that in every job category, the estimated beginning salary needed to attract staff was at least as high as the average salary now earned. The percentage of increase varied with job category from zero to 16%. New York State and New York City respondents were in agreement that the order of job categories in need of increases, from the greatest to the least, was: head teacher, assistant teacher, director, and aide. Only the position of assistant director was ranked differently in New York State and New York City. (It was highest ranked in New York City.)

Since the questionnaires were usually answered by program directors, it is interesting that they put the needs of head teachers and assistant teachers ahead of themselves in terms of percentage of increase in salary necessary to attract and retain staff. Aides were given the lowest priority. The salary considered necessary to attract aides was only 3% more than the present average in New York State and identical in New York City to what is offered at

present. (It should be remembered that when respondents answered this question, they did not have data on the prevailing average wage (see table 19).

Comments pertaining to difficulty in filling positions: Our final question was to ask respondents for any comments they might like to make, especially specific information about the difficulty in filling positions and suggestions as to how the pool of qualified and available child care staff might be improved.

We categorized these answers for coding according to whether respondents reported difficulty or no difficulty in filling positions and then divided those two categories according to specific reasons given. In New York State 67% of our respondents wrote about their difficulties in filling staff positions, citing low wages and lack of benefits as the chief cause (32%). In New York City, where 58% of our respondents described their difficulties, the largest percentage (24%) cited the lack of qualified applicants as a reason. In New York State almost the same percentage (25%) described the lack of qualified applicants.

Of the respondents who described no difficulties in filling positions (17% in New York State and 6% in New York City), New York State people described regional unemployment as a reason (2%) as well as an adequate supply of qualified applicants (2%). The small number of New York City respondents who described no difficulty in recruitment cited

an adequate supply of qualified applicants (5%) (see table 20).

Directors were usually the ones who answered our survey questions, and many added thoughtful comments in answer to our request for comments and suggestions. What follows is a selection of written comments:

> The field as a whole is terribly paid--from director on down. I have the responsibility for a multi-site operation that serves over 160 families, and I don't even make what a beginning city school teacher makes. I'm beginning to wonder why I'm here myself. I have accepted teaching jobs at night for extra (and needed) money. We have lost 11 teachers this past year. Many of my staff work second jobs in order to stay in this field. The "psychic rewards" we were told about when we entered the field are just not enough anymore. (Onondaga County)

> There are fewer qualified candidates out there who are interested in the child care field. We are seeing the same teacher shortage as public schools, but we have even less to offer. We also have fewer attractions. There are few programs training infant and toddler teachers, so we are being forced to hire people and train them afterwards, which is often inadequate, given our limited time and resources. (Tompkins County)

> A little p.r. about early childhood education teachers and what they do for the children would go a long way. People would be aware of the needs of children too, and how they are met. We aren't babysitters. We are educators and nurturers. People should want that for the children. Then some reasonable compensation and benefits would do wonders for some continuity in the programs. Children need to have the same people care about them. (Niagara County)

> Due to our rural-based economy, many people are out of work. Any paying job is better than none, and our employees are usually glad to receive a wage, but wish it were more. (Yates County)

> We have zero unemployment in Dutchess County, thus low-paying jobs are not a priority. We not only have low salaries, but we also lack qualified people who are available. The local schools do not really produce enough workers for this field. Also the two-year

colleges do not offer subjects in the evening for a two-year degree. (Dutchess County)

Quality staff will be available when wages are improved. The biggest problem is low wages and lack of government subsidy for child care. Day care is the poor child of education--deprived and financially undernourished. Parents cannot afford real costs--subsidies are needed immediately. Franklin County Title XX child care budget is a paltry $4500 for the county. (Franklin County)

I feel that our extremely low wages are a cause for instability in our center. However, our staff is extremely dedicated, and the low wages do not affect their work performance. However, the turnover rate and amount of complaints are high. (Orleans County)

This center is primarily funded by the Albany County Department of Social Services, and we hold a contract with them for 39 pre-schoolers and eight after-school children. We are a not-for-profit organization, but this is ridiculous! We are trying to help parents get off welfare, and half my staff are on some form of DSS assistance because of the low pay. I can't keep teachers because of the pay. We need higher reimbursement rates from the County DSS. (Albany County)

Our teachers work long hours for insulting wages. So far, we've been lucky--but how long can our luck last? (Westchester County)

We are able to retain staff who have minimal education only. Certified and college-educated staff will usually leave in a year or two for better-paying positions. (Monroe County)

Public awareness and professionalism need to be dramatically upgraded. It should not be assumed that "day care people make low salaries." The critical impact of the quality of care provided today is 18 or more years from proving its value. The reverse is true. Poor quality will impact as well. Good people will stay away from or burn out of these jobs with low pay and low esteem. And yet--these people literally hold tomorrow in their arms. (Albany County)

It is difficult to find good group leaders. Other positions are easier. It is difficult to find people knowledgeable about day care--issues, philosophy, kids' needs, parent needs, etc. We need educational systems to offer degrees specifically geared to day care, including infant-toddler care, and of course, we need

funding to pay these people what they are truly worth, which is far more than current standards. (Chautauqua County)

Being director of a program where we can offer employees a fair and livable salary, I can see the higher quality of candidates for open positions. Turnover is very low, and the teachers are all experienced and many are working on their Master's. (Monroe County)

We found when we needed to hire new staff four years ago that very few people were interested in applying, and of those few who did apply, fewer still were qualified to meet the standards set by the Board of Health. Those who were qualified lost interest when they heard the salaries offered. As a parent-cooperative, we cannot afford to offer substantially higher salaries and are doing anything possible to keep our present staff happy. (Brooklyn)

Recruiting certified head teachers willing to work long hours for low pay has been difficult, especially since we are in competition with public school pay scales. (Manhattan)

Our only difficulty is in our low wage scale. We constantly have to engage in fund-raising to meet our budget. (Queens)

There is not only a tremendous shortage of trained child development staff but also a shortage of special education teachers with infant and preschool training. (We serve handicapped children and therefore receive state aid for that.) We actively recruit college students in appropriate fields through our university connections (director is university professor) but still can't afford to pay what the job is worth. (Manhattan)

I have been the director and special education teacher of this center for ten years. I know if I leave, there will not be any money to hire a director. I make $10,000 a year. I can't get qualified teachers, as all we pay is $4.00 to $4.50 an hour. We don't have any money to pay any more. We can't charge our children for days they aren't here, as the companies do not pay sick days. When a housekeeping position at the hospital pays $4.95, and we pay $4.00, we can't compete. (Otsego County)

The child care industry has to change the public's image. If they feel we are professionals, then they will pay us as professionals. (Monroe County)

Serious difficulty--many positions remain unfilled or with untrained and seldom-dedicated staff. This year we lost three senior employees, one 14-year veteran and another 10-year. One teacher left after three years. We have not filled the staff vacancies except with unskilled personnel. Staff morale very low because of low wages and minimum benefits. Cash flow has necessitated borrowing money. Enrollment down because of sub-level placement by the county (not filled to capacity). Our costs are higher than family day care services in county. After three attempts, we hired a teacher at $5.00 this year. No one applied at $3.68 per hour, as budgeted!! (Schenectady County)

The Catch-22 is that we must either lower our standards in terms of the employees we hire or raise salaries to attract and retain staff. Lowering standards directly affects the quality of care and puts children at risk. Raising salaries raises tuition beyond what parents can afford to pay without subsidization. (Ulster County)

The director and head teacher are dedicated and are also second breadwinners in the family. Therefore, they can afford to stay in Head Start. Head Start has all certified teachers, the highest-paid being $20,500--an educational coordinator/teacher with 16 years experience. We have not had competition with school districts until this year. We cannot raise professional salaries due to grant restrictions. Head Start will be losing dedicated, experienced early childhood teachers for purely economic reasons unless we can begin to match salaries with school districts. Head Start <u>is</u> a poverty program, and Head Start staff are being kept in poverty by poor salaries. Teacher aides are often the sole breadwinner, making $8600 per year. (Orange County)

Help in any way possible would be most difficult. It is difficult for licensed (proprietary) day care to exist. (Putnam County)

Long days (6:30 a.m. to 6:00 p.m.) necessitate special people who can work at any fast food store for more money and basic benefits. Low image of day care in this area creates lack of parent cooperation in terms of providing the kind of educational program in which qualified staff enjoys working. Babysitting does not attract anyone of any caliber. (Suffolk County)

We prefer to staff with certified teachers and college graduates or teachers with two years of college and good experience. We have aides only because of problems in filling part-time positions with skilled staff. It is hard to recruit certified teachers and

turnover is high. We have had success with college graduates in other fields, but again have turnover due to low salaries. (Rockland County)

The whole idea of child care needs upgrading. Its public image, regulations, subsidization by the government--all need to be improved. We want excellent teachers for our children but can't pay what they're worth and still make money. I've owned this center four years. At first, I made nothing in salary. At this point, I still work over 50 hours a week and make $3.00 per hour. Unless I raise rates, it looks like I'll remain below the minimum wage in order to pay my teachers. (Erie County)

We cannot afford to pay teachers aides and must rely on the Labor Department SWEP program. Day care must not only compete with public school salaries for qualified staff but also with unskilled positions. Fast food workers earn almost $4.00 per hour. (Suffolk County)

There seems to be a tremendous lack of understanding about child care staff. I have been asked by several "educated" professionals in the education field if the people on staff, including the director, have an educational background or degree. (Otsego County)

Salaries are a major hindrance in hiring educated, qualified staff. This center serves low-income children who have many developmental deficits and are in need of supplemental services. A quality program is attempted, but it is difficult with an untrained staff. Morale is low because of wages and low opinion of worth of job. (Monroe County)

I love working with children and sharing teaching and creatively learning with them, but I cannot live as a single person in my early thirties on this salary. I also spent half the year finding and training new assistants. It is extremely demanding and very important work. I am with these children as much as the school and the parents and enjoy making this a fun, learning experience, but I need to feel I can move up in salary rather than struggle for so little. (Westchester County)

I really believe that we need to be recognized as professionals before any changes will be made. Perhaps a union would help our cause! We are overworked, underpaid, and unappreciated (unless unavailable!). Although we all do it because we truly love it! (Monroe County)

Prior to my employment one-and-a-half years ago, this center had four directors in three years due to low salaries and the difficult nature of the position. (Albany County)

Hard to find good teachers that are willing to start at $3.75 with very little in benefits and only three holidays off a year--Thanksgiving, Christmas, and New Year's Day. (Onandaga County)

We have spent over $600 this year, just running ads to fill position openings. As you can see, holding teachers (who are required to hold at least an associates degree, but most have N-6 certification) for our pay has been <u>almost</u> <u>impossible</u>! (Onondaga County)

A little over a year ago, I had a teacher position open. In approximately two months I went through four different teachers, who all found higher-paying jobs within a couple of weeks after starting with us. It is almost impossible to recruit and keep highly-qualified personnel at the low wages we are equipped to offer. (Onondaga County)

Resumes are no longer as plentiful, nor are the backgrounds of personnel as qualified. (Onondaga County)

Salaries too low and job too demanding--weekend and night meetings. 24-hour commitment required. Advertisements and contacting various universities did not help, for the few who responded were turned off by the low salaries and the commitment required of them. Better salaries is the answer if we wish to hire qualified staff. (Nassau County Head Start)

The immense discrepancy between money available for salaries in any day care center, especially non-supported "for profits," and the long hours, the heavy workload, and the big responsibility attract only young college grads for a short time, always incompetents, and poor-quality personnel. It has become more difficult to recruit, year after year. (Rockland County)

Money, money, money is the overall problem. The whole operation is on a shoestring. (Nassau County after-school program)

Lack of commitment to job if a better one becomes available at <u>ANY</u> time (even two days before the school year begins). We must offer more attractive salaries and fringe benefits so that undergraduate students will be attracted to early childhood as a career (maintining

a pool of trained child development specialists to care for our young children). Thus, we might also attract a more stable trained teacher to want to stay at our agency rather than in a public school system. (Rockland County)

Positions in day care are taken by professionals only when they cannot obtain regular teaching positions. I believe that the disparity between salaries in day care and traditional teaching careers is to blame for this situation. Day care as a career choice would be more viable if the salaries offered were equal with regular teaching positions. (Nassau County after-school program)

Our center's requirement for assistant teacher is a B.A. I have not been able to recruit people with an acceptable educational background. Hiring people with potential and training them is an alternative we sought, only to find the training opens doors to better-paying jobs. (Westchester County)

All day care staff in any center I have ever known about must give 150% in effort and time. New York State should require minimum salaries and wages for all centers applying for the state permit. Qualified teachers who are committed to good day care should receive benefits and wages that are close to those of the public school teacher. Day care will end up with very poorly qualified staff if earnings do not increase. (Dutchess County)

Well-qualified candidates prefer to stay as substitutes in the public school system so they will have an "in" when jobs become available in the higher-paying school system. (Monroe County)

We placed ads. Of the three head teachers to apply, only one was to come back for a second interview. The others found other jobs. Assistant teachers--difficult to find qualified ones. (Westchester County)

I found that teachers refused the positions because of the salary being too low. Example: They stated that they could work at McDonald's for $3.35 an hour, and when they leave work, their job was done, whereas in day care, your job is never done. (Albany County)

Sometimes you keep staff that you're unhappy with because of difficulty in recruiting. Most centers in this area offer no medical benefits, which makes it difficult to get workers unless they have spouses with benefits. The salaries are not high enough for them to get benefits on their own. So we discriminate in

hiring by looking for someone who does not need medical benefits. (Suffolk County)

Qualifications are high, and salaries are much too low. It is extremely difficult to recruit interested, qualified staff when other jobs in the human services field compensate at a high salary rate. If we are really serious about the care and education of our young, why are we so cheap with the allocation for their growth and development? (Erie County)

There has been a dramatic decrease in the number of applicants available to us over the past three years, and of those available, very few are up to our standards. We need better teacher preparation programs and higher salaries. (Nassau County)

I'm sorry for the delay in responding to this survey. We have just lost our second director in three months. It's been a difficult time for us. (Rockland County)

If there were more support (monetary) for child care coming from government or the private sector, we could raise staff salaries and improve benefits and working conditions, mainly in the area of lower ratios between teacher and children, and make the environment and program we offer children the best it could be. We cannot improve the numbers or qualifications of staff interested in working with young children with money garnered from the tuition alone. (Oneida County)

We usually lose the applicant as soon as we mention that they begin on minimum wage. (We have a file of applications. If applicants have Bachelors and/or Masters Degrees, they refuse to take the job.) Teachers without experience will accept the position just for reference. (Erie County)

Ability to find high-quality people who can afford to stay is most difficult aspect! Despite the fact that our center has a reputation for high quality care and a waiting list of over 50 children, the turnover rate of staff is mind boggling. Low pay is the single greatest factor in this situation. The core staff who have stayed and kept the program stable are at a "last holdout" point in our career--something has to give as we advocate on every known level (county, state, etc.) and find our salaries still at ground level. Can you help? (Chautauqua County)

Department of Labor Statistics

For information on day care worker wages and educational requirements in New York local labor markets, we turned to the New York State Department of Labor. Using the latest statistical analysis of the Division of Research and Statistics, we compiled and compared job offerings in selected metropolitan areas.[7] The information was drawn from the Job Bank data files of the New York State Job Service which lists job orders or requests by an employer to refer job applicants to job openings. The wages listed are not necessarily representative of all wages offered to job applicants in a given occupation but only of those listed with the Job Service.

Using the occupational classifications of "preschool teacher," "assistant teacher, day care," and "nursery school attendant," we found that wages for teachers ranged from $3.60 per hour in Rochester to $7.52 in New York City. For attendants the range was from the minimum wage of $3.35 offered in seven metropolitan centers to $5.53 in Putnam County. In Buffalo and Rochester nursery school attendants with high school educations and one year of experience were offered the minimum wage of $3.35 per hour while preschool teachers, who were required to have a B.A. and one year of experience, were offered jobs with wages of $3.65 and $3.60 respectively. In general, the wages offered through the New York State Job Service were less than those reported in our

surveys (and the Labor Department figures were based on 1984 wages while our surveys were of wages in 1985 and 1986). Educational requirements varied with preschool teachers' requirements ranging from high school to B.A. and attendants' ranging from unspecified to some college (see table 21).

The Labelling Problem

The Bureau of Labor Statistics uses a bewildering variety of job occupation descriptions--preschool teacher, teacher aide 1 and 2, child monitor, children's attendant, nursery school attendant--to describe those who work with children in child day care centers, in school programs, and in institutions for children in residential care. Each job occupation has a number, and it is only by tracking the number to the Department of Labor's Dictionary of Occupational Titles that job descriptions can be found.8

In the Dictionary two classifications apply to day care workers: "preschool teacher" and "nursery school attendant." The descriptions of the two jobs reflect the ways in which the Labor Department views child care workers. "Preschool teachers" are considered instructors; "nursery school attendants" are considered child custodians. These distinctions come from stereotypes of preschool "teachers" and day care "caregivers" as being two distinctively different occupations.9

When we telephoned the New York City Department of Labor Job Service Division Information Employment Service and asked for a description of "preschool teacher" and "nursery school attendant," we were told that "preschool teachers" needed 60 college credits for per diem work. When we asked about "attendant" positions, we were told that these positions did not require a high school diploma, that there was "no skill involved of any sort," and that applicants "must just like children."

In the BLS classification system, three numbers are assigned to each occupation to describe how the job ranks in terms of tasks performed. In this ranking system "preschool teachers" are responsible for "instructing" people and "controlling" things, while

"nursery school attendants" are responsible for "serving" people and "handling" things. In the BLS system nursery school attendants rank lower in responsibilities than worm growers, reptile farmers, and animal trainers.

We also examined the occupational supply and demand for preschool teachers and nursery school attendants in New York City in 1985.[10] "Preschool teacher" was an occupation for which there was a shortage of applicants--139 applicants for 145 openings. (Public school teachers and aides were also "shortage" occupations.) One-hundred-twenty-two openings were left unfilled and had been listed more than 30 days, indicating either highly exacting specifications by employers or a lack of qualified applicants. "Nursery school attendant," by contrast, was a "surplus" occupation with 406 applicants for 23 job openings in job service offices in New York City.

Census Bureau Statistics

We also consulted Census Bureau statistics, using the United States Department of Commerce and Bureau of Census 1982 census of service industries.[11] In this report child care centers, Head Start centers outside schools, nursery schools, and preschool centers are included as one "standard industrial classification." We found that the Census Bureau had counted 21,545 child care employees in New York and that the annual payroll per employee was $7,893. Tax-exempt programs (1,098) accounted for 16,612 employees and averaged $8,171 in payroll per employee. Programs subject to taxes (667) accounted for 4,933 employees and averaged $6957 in payroll per employee. (Of course, these averages included employees on all levels of staff from directors to aides.) The average number of employees in tax-exempt establishments was 15. In establishments subject to taxes the average number of employees was 10.

Surveys in Other States

In an effort to compare New York salaries and benefits to those in other states, we wrote to those groups that had conducted surveys in the past few years. We found that comparisons between surveys were complicated by variations in how the findings were reported. Some divided programs according to hours of operation. Some reported salary levels in terms of percentages rather than averages. Some reported on large returns from small geographic areas, and some reported on small returns from large areas. Of course, there were major differences in the cost of living in different parts of the country. What was most notable in studying these surveys, however, was the uniformity of low wages, few benefits, and high turnover.

In 1983 the National Association for the Education of Young Children surveyed 48,000 NAEYC members and "interested others." They received 3,818 codable responses representing 8% of a nation-wide sample, a response too small to be taken as more than a "gross representation" of national conditions. They found that the highest percentage of teachers (35%), of assistant teachers (40%), and of aides (50%) earned between $3.36 and $5.00 per hour. Forty-one percent of employees reported receiving health care, either fully or partially paid by their employer.[12]

The Child Resource Center in Massachusetts surveyed salaries and benefits in full-time child care programs in the Greater Boston area in 1984. In response to 215

questionnaires mailed, 86 programs, or 40%, answered. Head teachers earned an average salary of $6.39 per hour, assistant teachers earned $4.80, and aides earned $3.97. Thirty-nine percent of the respondents had full health coverage paid by their centers, and 27% had no employer-paid health coverage. Seventeen percent of the teachers held second jobs to supplement their income. Thirty percent of teachers had been working at their present center for one year or less, representing "a high rate of turnover." The Center found that "although average wages have increased since our last survey in 1982, the place of child care workers in the state and national economy is probably slipping back, not improving" (in relation to poverty level and median income salaries).[13]

In 1984 surveys were sent to 971 licensed child care centers in the State of Minnesota as part of the Child Care Salary Survey Project, jointly sponsored by the Minnesota Association for the Education of Young Children, the Child Care Workers Alliance, and the Minnesota Department of Human Services. Questionnaires were returned by 697 centers, representing a 72% response rate. In all-day centers teacher salaries averaged $5.20, assistants $4.29, and aides $3.71. Only 13% of programs surveyed offered health insurance to more than two employees (compared to 18% offering health insurance to just one or two employees). The researchers pointed out significant differences between half-day (generally nursery schools) and full-day programs.

Half-day program salaries were significantly higher and program staff were considerably more experienced.[14]

In Washtenaw County, Michigan, the Child Care Staff Working Conditions Project of the County Association for the Education of Young Children in 1984 surveyed 83 licensed day care centers and nursery schools. A total of 277 teachers and directors, representing 86% of the centers responded. They found that the mean salary for teachers was $6.38 per hour; for assistant teachers, $4.62. Forty-three percent of employees received health insurance. Twenty-one percent said that their salaries accounted for "most" of their household income. Ninety-five percent of the respondents "liked their jobs," but only 36% expected to stay in their centers for two years.[15]

The Community Coordinated Child Care of Dane County, Wisconsin, found in its 1985 yearly survey that in full-day programs administrators earned an average wage of $6.51, teachers $4.60, and assistants $3.98. Seventy-six percent of staff in these centers received health insurance (compared to only 37% of employees in part-day centers). Seventy percent of full-day staff had had been employed at the centers three years of less. Full-day centers experienced a 33% turnover of their teaching staff (compared to 20% for part-day centers).[16]

The Oregon Association for the Education of Young Children Project reported in 1985 on returns from 147 (from a mailing list of 645) "half-day preschool and full-day

child care programs" representing all parts of the state. They found that over 50% of teachers in both private non-profit and private for-profit programs earn $5.49 per hour or less. Sixty-six percent of child care teachers and caregivers earned below poverty level wages. Only 11% had health coverage, and even fewer had retirement benefits or personal leave time. Up to 57% of employees leave within one year. They concluded that "child care workers are underpaid" and that "turnover rates are high" but warned "turnover will continue to be high as long as child care workers are paid wages that correspond to those of grocery baggers, cannery workers, and gasoline station attendants."[17]

BANANAS, a resource and referral/child care employee project in Northern Alameda County, California, which has been advocating on behalf of child care employees, gathered information in 1985 from written responses from a random sample of 37 full-day programs representing 650 employees. They analyzed starting hourly wages and found that directors averaged $11.85 per hour, teachers averaged $8.13 per hour, and assistants, $5.24. Fifty-nine percent of programs offered some health coverage to teachers, and 49% offered some coverage to assistants. One-third of the staff in the study were represented by collective bargaining agreements, and a large number were employed in school district programs where wages were higher than in community-based programs. BANANAS found that the overall turnover rate was 17% for

teachers and 24% for aides. The turnover rate had fallen from 25% in 1984 to 17% in 1986, a change that the Project attributed to increased salaries and improvements in benefits and working conditions.[18]

Although it is difficult to compare survey results when categories of statistical analysis vary, we can conclude that New York salaries and benefits, with the exception of New York City, are generally no better than those in other states. New York's rate of turnover was higher than most others reported in recent surveys. (The Bureau of Labor Statistics reported that almost 42% of all child care workers in centers left their jobs in 1980-81.)[19]

College Survey

In order to learn the salary levels of recent graduates in two-year programs in child care and early education, we sent letters to 29 institutions from a list provided by the New York State Education Department of colleges preparing students in "education technologies" for entry-level jobs in preschool programs or transfer to four-year colleges.[20] The programs were listed variously as child care, early childhood education, early childhood, child study, day care services, education associate "early childhood," preschool education, early childhood services, and nursery education. Each included courses on the theory of child development and teaching, as well as practicums, and led to the granting of an A.A.S. or A.S. degree or a certificate.[21]

We received answers from ten colleges, seven supplying salary information. Of the three who sent no salary information, Marymount Manhatten College wrote that they had no two-year degree programs, and Corning Community College and Elmira College wrote that they had no records of graduates' salaries. Elmira reported:

> We graduate so few students in the Human Services program with a Children's Services option that we have been unable to collect any meaningful data as to entry level salaries. In addition, a majority of these graduates choose to transfer to four-year institutions to complete their baccalaureate in either Human Services or Elementary Education.

Of the colleges reporting salary information, Trocaire College in Buffalo wrote:

> The Early Childhood Education program is a two-year course, at the end of which a student is awarded an

A.A.S. degree. These graduates have participated in the College-operated Nursery School as well as nursery schools in the community. Those grads who continue education have had no problem being accepted as Juniors in any of the four-year colleges to which they have applied. Those grads who have opted to work immediately after graduation have obtained positions as nursery school teachers in nursery schools and Montessori centers, in day care centers, and as teacher aides in local school systems. A few have accepted "Nanny" positions.

Unfortunately most of these positions are usually an hourly wage without fringe benefits since the hours given are just under full time. To our knowledge, the highest paid graduate of the class of 1985 is employed in a cooperative nursery school earning $7000 per year. Another is teaching in a Montessori school, earning $4800 per year. Others working in nursery schools, day care centers, or as teacher aides have listed salaries as $3.35, $4.00, or $4.35 per hour.

As you will note, students in our Child Care Technology program have the option of a one-year certificate program, or a two-year program leading to an A.A.S. degree. The two-year program offers a year of Liberal Arts studies. The graduate with the Associate degree is not given preference job-wise, nor salary-wise, over the certificate grad.

Cayuga Community College reported that of the two 1984 graduates of their early childhood program who held full-time jobs, one worked as a clerk in a mini-market and the other as a BOCES teacher aide. The single recorded salary was between $6,500 to $7,900, a figure lower than the median for any other program (see table 22).

Maria College in Albany wrote, "The average entry-level salary for the class of 1985 (RN Nursing, Physical Therapy, Occupational Therapy, Business, and Early Childhood Education) is $13,799. Early Childhood graduates received the lowest salary." Over the past three years salaries have risen slightly:

Year	Grads	Employed	Transferred	Average Salary
1985	20	35%	35%	$8,934
1984	18	39%	33%	7,993
1983	18	44%	39%	7,921

Dutchess Community College in Poughkeepsie reported:

> Traditionally graduates have had little difficulty in gaining employment upon graduation, but historically have found wages to be low. Currently the starting wage rate is approximately $4.25 per hour (annually in the $8000 plus area). Most employers offer a benefits package which includes health benefits (Blue Cross/Major Medical) and vacation leave. Because of the discouraging wage rate, we find significant percentages of graduates (45% to 50%) continuing toward a bachelor's degree immediately upon graduation.

The State University of New York Agricultural and Technical College in Cobleskill reported that of 98 graduates in early childhood in 1984, 18 were employed in the field and 59 transferred to four-year colleges, mostly to programs in early childhood. (Two worked out of the field and 19 were unknown.) The average salary of reporting employed graduates was $8,125. This was the lowest average salary of any division in the college:

Programs	Average Salary
Agricultural Business	$12,200
Agricultural Engineering	12,358
Animal Husbandry	
Beef	14,023
Dairy	11,500
Horse	9,950
Fisheries & Wildlife Technology	11,048
Plant Science	
Agronomy	12,700
Floriculture	9,554
Landscape Development	10,853
Nursery Management	12,984
Recreational Land Management	10,650
Accounting	9,972
Business Administration	10,591
Data Processing/Computer Science	14,220
Secretarial Science	11,801

Early Childhood	8,125
Dietetic Technician/Institutional Foods	11,543
Hotel Technology	10,803
Professional Chef	11,051
Restaurant Management	12,728
Liberal Arts & Sciences	10,300
Science Lab Technology/Histo Technology	11,800

Suffolk County Community College in Seldon reported,

> Entry level wages and benefits vary. Private nursery schools can pay as little as minimum wages with no benefits. Most of our two-year graduates can find employment in county, state, federal or non-profit programs which do give fringe benefits. Our own child care center pays the following (pretty much on a par with other programs):
>
> | | |
> |---|---|
> | Two year graduates | $9,000 plus medical |
> | Four year graduates | $12,000 plus benefits |
> | Four year (plus masters) | $16,000 plus benefits |

The Director of Placement at Broome Community College in Binghamton wrote, "I believe that salaries are extremely low for the type of training that students undergo to prepare themselves to enter the child care field." She enclosed a description of the Department of Child Care which stated that two-year graduates could expect to earn between four and five dollars per hour as aides or assistant teachers. She also enclosed a Salary Survey conducted by the Middle Atlantic Career Counseling Association representing data from 28 two-year colleges in New Jersey, New York, and Pennsylvania. It showed that 1985 graduates in child care earned the lowest salaries: they comprised the largest percentage of graduates at the lowest salary range of under $7,499 per year (see table 23).

Although we received salary information from only seven of the 28 colleges which offered two-year degrees in day

care training, those that reported were in line with the larger survey by the Middle Atlantic group. The ranges of starting salaries that were reported in our survey, from $4,800 to $9,000, showed that although wages varied with geographical locality, graduates earned hourly wages ranging from minimum wage to less than $5.00 and that they were uniformly paid less than two-year graduates in other fields of study.

Day Care and Parents' Work

Most of the research directed at linking parents' day care arrangements with their work productivity has been conducted within a context of employer-sponsored day care. Advocates of day care who have urged employers to make day care a fringe benefit for workers--either by sponsoring on-site care or by providing financial assistance in purchasing day care elsewhere, have found that employers are most effectively persuaded by cost/benefit "bottom line" results. Employers want to know whether money spent on day care will "pay off" in terms of worker productivity. Within this context, a number of studies have been directed at exploring the linkages between day care and productivity.

Child care has been linked to parent stress. In a study of the effects of child care on the workplace, Emlen and Koren surveyed a workforce of 20,000 from 33 companies and agencies chosen to represent a broad cross section of industries, occupations, and income levels in the Portland area. They found that child care "took its place among life's major sources of stress even though it ranked low compared to job stress and family finances" and was not significantly different at any category of family income. Mothers, they found, experienced the most difficulty in combining home and job because the burden of overseeing child care arrangements fell more heavily on women in all types of families.[22]

Kamerman, who studied the child care arrangements of 205 mothers who had recently returned to work, concluded, "Child care is the central problem and concern of working mothers. When child care arrangements are truly satisfactory, a large burden is removed from these women's daily lives. Otherwise, it is a constant source of tension."[23]

White, in a maternal anxiety study of 1,092 mothers in Washington State, found that their anxiety was closely related to the evaluation of the caregiver or mother-substitute. Almost all (88%) of the mothers with low anxiety levels reported a "good" evaluation of the mother-substitute compared with only 45% of the high-anxiety mothers.[24]

In the most recent broad-based study of child care and corporate productivity, Fernandez studied 5,000 employees in five large technically-oriented companies. He found "a predictably strong relationship between employees' perception of child care needs and the amount of stress they were experiencing on the job."[25] A study of 40 female assembly line workers at an auto workers' conference identified stress over child care problems as a factor in industrial accidents.[26]

Absenteeism and tardiness as a result of child care responsibilities has also been documented. A study by Child Care Systems, a Pennsylvania child care information and referral firm, showed that working parents miss about one

week of work each year because of child care problems such as sick children, ill child care providers, holidays and transportation problems. The study also found that 39% of the parents had considered leaving their jobs because of child care problems.[27]

Emlen and Koren studied absentee rates of women and men according to the type of child care arrangements they used (by adult at home, out of home, or care by child) and found that women whose children were in out-of-home care had the highest absenteeism rates, an estimated 5.1 days per year more. They concluded that "absenteeism for men was low because the women's was high. In the division of labor, absenteeism was revealed not be a 'women's problem' but a family solution."[28] Another study concluded that child care rather than personal illness appears to be the major variable which mediates sex differences in absence from work.[29]

Fernandez found that:

> women experience a higher incidence of missed days, tardiness, leaving work early, and dealing with family issues during working hours than do married men. Ultimately, women experience more stress, which negatively affects corporate productivity. Many women try to make up for their lowered productivity by taking work home and coming in to work on weekends, but this effort, while laudable, further increases stress and family/work conflicts by consuming valuable, limited time.30

This research documents the connections between child care arrangements and worker productivity, especially for mothers. Given our present national ambivalence about women's participation in the workforce (Fernandez found that

only 14% of white men in his study did not believe that women's working had led to the breakdown of the American family), women's guilt over leaving their children in the care of a mother-substitute may be inevitable, even when child care is reliable and trustworthy. For many parents, however, arrangements prove to be neither reliable nor trustworthy. The guilt of women about leaving their children during working hours is exacerbated by the problems of searching for quality child care.

Over half of 1,500 working parents polled by Child Care Systems reported changing child-care arrangements at least once during a twelve-month period, and 14% made three or more adjustments, each of which took nine hours and required time and energy often drawn from the working day.[31] Kamerman found that parents made what she called "package" arrangements, multiple arrangements of different types of care.[32] McMurray and Kazanjian, in a study of New York City day care, found that over half of the families in their sample of over 200 families made multiple arrangements for child care, and about 20% of the parents used more than two caregivers during the day.[33]

Although we do not have research studies focusing specifically on the reasons why parents change child care arrangements or make "patchwork" arrangements, we can realistically assume that they are in part a response to the difficulty of finding accessible, reliable and/or affordable care. Emlen and Koren found that 59% of women and 40% of

men employees reported difficulty finding child care. The solution for some was to leave their jobs. For others, it was to rely on care by children--either children looking after themselves or in the care of an older sibling. (Twenty-eight percent of the women employees studied used care by children.)[34]

Advocates for employer-supported day care argue that on-site or near-worksite child care service positively affects acceptance and continuance of employment and positively affects perceived job performance. Friedman reported the results of three studies in which employers providing child care services reported lower absenteeism, less tardiness, and increased productivity.[35] Presumably, the reliablility and quality of employer-sponsored child care offsets the now-prevailing patterns of parental stress and lowered productivity.

Clearly, when children are placed in centers where a large and qualified staff is employed, their parents will not have to cope with breakdowns in child care arrangements due to the illness or absence of caregivers. Centers do not close or turn children away when teachers are sick, absent or leave their jobs. Instead, they hire substitutes, or when substitutes are not available (which is increasingly the case), they "make do" with available staff. Directors may take over classroom duties or underqualified assistant teachers or aides take over the responsibilities of head teachers.[36]

In these circumstances, day care employees assume extra work under stressful conditions in order to provide reliable care to children and parents. The result is that while center-based care can relieve parents of having to worry about reliability and can reduce absenteeism and tardiness at the workplace by maintaining consistent care, this service is increasingly possible only at the expense of day care workers. What reduces stress at the workplace for parents may increase stressful working conditions for day care workers.

Because of the high turnover rate of day care staff, employees are "spread thin" during periods of understaffing due to teachers' leaving and the difficulty of finding replacements. This sometimes results in a less than legal adult/child ratio or in underqualified personnel assuming classroom responsibilities. We do not know how many parents decide to change child care arrangements because of concerns about turnover, understaffing or unqualified staff. It is difficult to assess parent response because women are inclined to overstate their satisfactions and to downplay their dissatisfactions with day care arrangements to both their employers and to researchers.[37]

Even though center-based care provides day-to-day reliability, it seems likely that stress at the workplace will increase if parents perceive that such continuity of care can be achieved only at the expense of declining

quality. Anxiety over quality of care may be, in the long run, the most stress-producing situation for parents.

The Effects of Staff Turnover on Children

Whether placing children in day care affects their bonds or attachment to their mothers has been a question that has generated considerable research.[38] A little-researched but related question is how children's attachments are affected by changes in their out-of-home caregivers. Given the high rates of yearly turnover in center personnel and the number of times parents change child care arrangements, we know that children in centers are likely to face repeated changes in their caregivers.

Michael Rutter, the noted British child psychiatrist, studied the social-emotional consequences of day care for preschool children and concluded, "both because it will involve adaptation to new environments and because it may involve loss of attachment-figures, it seems likely that multiple changes of day care arrangements will prove unsettling for many children."[39]

In a study of infants in both family day care and center-based care, Farber and Egeland found that those who experienced frequent changes in caregivers exhibited anxious attachments to their mothers.[40] Such children were also more likely to have difficulties in dealing with children their own age.[41]

Cummings, in answering the research question of whether "consistent physical presence contributes to the likelihood of child-caregiver attachment," studied 30 children of around 22 months of age as they were dropped off at their

day care center and left with either a strange or familiar caregiver. Judging by the children's overt actions only, as recorded on videotape, he found that 13 children responded negatively to the "non-stable" caregiver.[42] In a study of six-year-old children in England, Moore found that those who had more than two changes of care arrangement before they were five years old were found to be more insecure, fearful, and clingy and not to do as well on psychological tests as children in stable arrangements.[43]

These research findings, as Rutter and others point out, are clouded by the fact that day care arrangements that lack continuity also tend to be of poor quality in many other respects.[44] The factors which cause high turnover--inadequate compensation and poor working conditions--also result in less well-qualified staff.

The quality of day care center staff has been found to be positively correlated with children's cognitive and emotional growth. The National Day Care Study found that day care center children made the greatest test score gains when they were with teachers who had participated in a specialized child-related education/training program and that this effect was particularly strong in centers serving low-income children.[45] McCartney et. al. found that children in group care of high quality, as measured by better language environments, scored higher on tests of language, social, and emotional development than those in low-quality groups.[46]

Clarke-Stewart studied two- to four-year-old children from 150 primarily "advantaged" families in a variety of day care settings including centers. She found that characteristics of the child care facility--which included caregivers' knowledge about development, caregivers' training, and caregivers' stability--were positively correlated with children's cognitive development.[47]

Although changes in caregiver are no doubt often difficult for children, and in some cases may be harmful, what is more injurious in the long run is poor quality programs. As Clarke-Stewart suggests, change is not necessarily detrimental for children's development and staying with a poor caregiver is undoubtedly worse for the child than changing to a good one.[48] A high turnover rate may be injurious to children's growth, but it is doubly injurious when it is associated--which it often is--with poor quality programs.

Ann Schneider, who as director of a day care system in Houston caring for 1,400 children testified in 1984 before the House of Representatives Select Committee on Children, Youth and Families, described the link between turnover, quality, and children's needs:

> High quality day care clearly costs more than custodial care. The necessary ingredients in high quality child care are: equipment, materials, and staff.
>
> Of these three ingredients, staff are the most important factor in providing high quality child care. Several factors affect the quality of day care staff including: (1) the number of staff available (staff/child ratio) to provide children with individual

attention; (2) the knowledge staff have of child development and the needs of children; (3) the amount of experience staff have working with children; and (4) the amount of staff turnover. (Children need consistency from the adults in their lives, and constant staff turnover creates confusion and concern for children.)

Staff turnover can be reduced by providing staff with an adequate salary plan, a fair fringe benefits package which includes health insurance and retirement, and an opportunity for job satisfaction through training, and the availability of adequate equipment and materials.49

Conclusions

Our research shows that day care workers in New York State are compensated with low wages and few benefits. For day care staff, neither the years of experience nor educational achievement result in significant wage increases. Wages are insufficient to attract and retain qualified workers. The staff turnover rate is high. Few students are choosing college-based training programs in early childhood education as a preparation for a career in day care. As a result, New York day care is deteriorating in quality--with injurious effects to children and to their parents, as well as to day care workers themselves.

This extensive analysis of data suggests a complexity of factors that must be taken into account in formulating solutions to the problems of high yearly turnover, understaffing, and dwindling numbers of qualified and experienced day care workers available to staff New York State day care programs. Five factors that emerge as pivotal are:

1. Differences between programs
2. Differences in job categories
3. Local labor market conditions
4. Economics of operating individual centers
5. Unionization

Differences between programs: In general, nursery school programs were characterized by higher hourly wage rates, higher educational levels of staff, more-experienced

staff, and lower turnover than day care centers, both proprietary and voluntary (except in New York City). Head Start programs fell somewhere in between.

Socio-economic class distinctions may account in part for these differences. Nursery school programs, with a tradition of "early schooling" for the middle class rather than "welfare" for the poor, have tended in the past to be part-time programs, operating on a public school calendar for half-days only. Teachers may have been more likely to be college-educated wives married to husbands earning good salaries--wives who sought part-time work geared to their own children's school schedules.

The differences in working conditions and compensation between programs may disappear as women from all economic levels enter the workforce and seek equal pay as well as quality, full-time care for their children. Nursery school directors reported extending their hours to full-day. Although nursery schools and public-school preschool programs are at present under the administration of the Department of Education--while day care and Head Start programs are under the Department of Social Services--all of these programs share the problems of attracting and retaining qualified staff.

Day care policies must be devised which will address the common problems of all types of programs--voluntary and proprietary day care centers, Head Start programs, as well as nursery schools and public-school preschool programs.

Differences in job categories: Although we categorized our data according to the job categories of director, assistant director, head teacher, assistant teacher and aide, we found that programs varied in staffing patterns, in nomenclature, in qualifications required for job categories, and in job responsibilities. In small centers, directors acted as head teachers. In a few large centers, administrative work was performed by one person, program direction by another. The duties of assistant director also varied--some worked directly with children and others did administrative work only.

Staff members who were responsible for groups of children were termed "head teacher" or "teacher," but programs differed in their requirements for these positions. Although New York State does not require classroom teachers in licensed centers to hold bachelor's or master's degrees in early childhood education, some programs either require or are seeking head teachers with these credentials. In their written comments, directors indicated that qualified applicants for the position of head teacher were becoming increasingly scarce and that they were being forced to accept less well qualified people for the position. They also viewed the situation as worsening.

In both New York State and New York City, head teachers were the most difficult job category to recruit. In New York City, the Day Care Council of New York reported that as of March 1, 1986, 208 full- and part-time group teacher

positions in Agency for Child Development centers were unfilled. These represented about 12% of all teacher positions. In Head Start programs, 25% of teacher positions were vacant in October 1985. The shortage is so acute that the Council plans to recruit teachers from the Philippines. New York State Department of Labor Statistics confirmed the fact that "preschool teacher" was a position officially described as having a shortage of applicants.[50]

The terms "assistant teacher" and "aide" were sometimes used to describe jobs whose qualifications differed (assistant teachers in some programs were required to have at least an A.A. degree, and aides were sometimes required to have a high school diploma), but in other programs these terms appeared to be interchangeable in terms of qualifications and responsibilities. Both "assistant teacher" and "aide" job categories showed a somewhat higher rate of turnover than "head teacher," but these positions were judged to be easier to recruit. State Department of Labor statistics bore out our findings. Their job category of "nursery school attendant" was one in which there was a surplus of applicants to job openings.[51] At the level of assistant teacher and aide, the problems of staffing were in quality and retention rather than in supply.

Day care policies directed at raising compensation must address the problem of variations in job responsibilities and credentials required for staffing different job levels.[52]

Local labor market conditions: In terms of local labor market conditions, we found that New York City wages and benefits differed markedly from those in the rest of the state. Wages were higher and benefits more extensive in New York City than elsewhere. Those counties nearest to New York City offered higher wages than other counties. Wages in urban counties were higher than in rural counties. Centers located in areas characterized by unemployment reported that qualified teachers were willing to work for low wages.

Day care policies aimed at establishing standardized salary recommendations must take into account the variations in local labor market conditions as well as the differing cost-of-living standards throughout the state.

Economics of operating individual centers: Licensed programs in New York operate under regulations for staff/child ratios. While requiring centers to keep the ratio of adults to children at a high level positively affects the quality of care, at the same time it increases the cost. Child care is labor intensive. Most programs budget between 70% and 80% of their costs as salaries. As a result, day care policy makers face the dilemma of balancing out the factors of quality (represented by salaries) and affordability to parents (represented by fees).[53]

When centers are fully-subsidized, as they are in the Agency for Child Development centers or in the New York State Migrant Child Care programs, salary raises can be made

through increased state subsidies without raising parent fees. In "mixed" centers, where some parents pay subsidized fees or none at all and other parents pay full fees, raising salaries will increase fees for full-paying parents, pricing the service beyond what most of these parents can afford.

Unlike other market situations where the demand for services might cause an increase in the wages of service providers who are in short supply, the day care market is a two-tiered one of regulated and unregulated service providers. Parents, as consumers, are limited in the amount they can pay in day care fees. If the price of licensed day care increases beyond their means to pay, they will seek other day care arrangements in unregulated settings where the staff/child ratio is not enforced or where caregivers who operate "off the books" are able to keep fees lower than at licensed centers.

If government funds are appropriated by the state for increasing salaries, an increase in parent fees must be minimized.

Unionization: New York City day care workers in Head Start programs and almost all Agency for Child Development centers belong to Local 205, District Council 1707 of the Community and Social Agency Employees Union, A.F.S.C.M.E., AFL-CIO. The Day Care Council of New York acts as the bargaining unit for its member centers. When contracts are negotiated, day care workers can seek equity with those salary increases that have been negotiated between the City

and its municipal workers. If, for example, a 5% increase has been granted to all municipal workers, day care workers can seek the same overall percentage increase in salaries.

In addition, the day care workers' union can seek equity with public school teacher salaries, which in turn have been negotiated through United Federation of Teachers union bargaining. (In its new contract ACFSME teachers, who must be as fully credentialled as public school teachers, will receive the same beginning salaries as public school teachers, see table 24). In New York City, state reimbursement rates are set to cover salaries negotiated through union bargaining. Because other New York City programs must compete for the inadequate supply of head teachers, union wages exert an upward pressure on Head Start, parochial, and independent programs.

In formulating day care policy, the state should recognize the positive role of collective bargaining in raising day care worker compensation to a level of comparable worth.

Recommendations

A complexity of factors faces policy-makers who are responsible for providing quality, center-based day care. One factor interacts with another so that a change in one aspect is in turn dependent upon a corresponding alteration in another. Only by instituting a comprehensive plan can the complicated and interwoven problems of achieving quality day care for children be addressed. Changes in government policy are essential, but only with the cooperation and efforts of policy makers, employers, educational institutions, professional organizations, and day care employees themselves can the necessary and far-reaching reforms be achieved. Within this framework, we make the following policy recommendations:

1. Day care workers should be paid on salary schedules equivalent to those in local public schools so that teachers with equal responsibilities and equal credentials are paid equal salaries.

Rationale: To raise salaries; to reward professional qualification; to prevent public schools from draining teachers from day care; to tie salary levels to local labor market conditions.

2. The State should raise reimbursement rates on subsidized slots, with money earmarked to meet the cost of increased salaries for day care workers.

Rationale: To provide a mechanism for appropriation of funds by the state legislature to improve day care worker salaries.

3. The State should increase eligibility of parents for subsidized fees.

Rationale: To prevent increased salaries from causing unaffordable fees to parents; to prevent parents from withdrawing their children from licensed centers to less-costly, unregulated forms of day care; to address the problems of raising salaries in "mixed funding" centers where child care is both subsidized and paid for by full fees.

4. The State should provide benefits for day care workers in all licensed voluntary centers according to their status of providing public service.

Rationale: To improve compensation in all licensed centers, regardless of whether they contract for subsidized slots; to provide compensation incentives to those workers who do not qualify for increased salaries due to insufficient credentials to stay in the field and to increase their professional training; to recognize the valuable contributions of community-based workers; to provide benefits for workers who are heads of families; to create jobs with sufficient compensation and career possibilities to attract workers entering the labor market.

5. Uniform nomenclature should be adopted in establishing state-wide salary recommendations.

Rationale: To set salary schedules by uniform job categories, qualifications, and responsibilities.

6. Career ladders should be established.

Rationale: To increase workers' incentive to stay in the child care field; to attract new teachers and caregivers; to encourage professional growth; to reward increased training and experience with specified salary increases.

7. Government financial support should be given for increased on-the-job training.

Rationale: To enable those who enter the field in the job categories of aide or assistant teacher to raise their professional status; to support both field-based and university-based training.[54]

8. Day care policy regarding the planning, provision and funding of day care services should be established comprehensively for centers, Head Start programs, nursery schools, and public-school preschool programs.

Rationale: To provide equal standards of quality and professionalism in all center-based programs for children.

9. Day care should be recognized for its function as an important educational system as well as for its custodial function.

Rationale: To increase the status and recognition of day care staff members.

10. The specialized early childhood certification for teaching in nursery school through third grade (dropped from New York requirements in 1966) should be reinstituted.

Rationale: To provide a common pool of teachers specialized in child development and early childhood education to be paid equal wages, regardless of whether they work in day-care or public-school early childhood educational settings; to provide flexibility in the labor supply.

11. Organization of child care workers, whether by unions or professional organizations, should be encouraged.

Rationale: To provide a means for day care workers to improve their working conditions, their compensation, and the quality of child day care programs.

Endnotes

1. U.S. Bureau of Census, Current Population Reports, series p-23, No. 129, Child Care Arrangements of Working Mothers: June 1982, 1983, pp. 1-2, and U.S. Bureau of the Census, Current Population Reports, Series p-20, No. 382, Households, Families, Marital Status and Living Arrangements, March 1983. Cited in Augusta Kappner, Factors Affecting the Visibility of Family Day Care Providers in New York City, Ph.D. Dissertation, Department of Social Work, Columbia University, 1984.

2. Marcy Whitebook and Willa Pettygrove, Salary Surveys: How? Why? Who? When? Where?, Berkeley, California: Child Care Employee Project, 1983. (Available from P.O. Box 5603, Berkeley, California 94705)

3. The category "others" included such a wide variety of jobs, from bus driver to program manager, that it became meaningless in terms of average salaries.

4. In New York State, the Department of Social Services licenses voluntary and proprietary day care centers and Head Start programs. The Department contracts with centers to provide subsidized places or "slots" for children whose parents are entitled, under government guidelines, to sliding fee scales. In these centers funding is usually "mixed;" that is, some parents pay on a sliding fee scale and others pay full fees. Nursery schools in New York State can voluntarily register with the Department of Education.

In New York City day care centers, nursery schools, and Head Start programs are licensed under the city Health Code. The city Human Resources Administration contracts for subsidized slots through the Agency for Child Development, which centrally administers "fully-funded" (where all slots are subsidized) centers. A few centers have "mixed" funding through Limited Purchase of Service (LPOS) or voucher arrangements. HRA/ACD is also the primary grantee in New York City for the federally-sponsored Head Start programs.

5. Since both Head Start and parochial school programs operated on system-wide salary scales, we were able to compare beginning salaries by job categories across all programs, including these.

6. Rolf Meyerson, "Data and Comments; the Results of a Survey," a report prepared for the City of New York Office of the Mayor Early Childhood Education Commission, November 1985.

7. New York State Department of Labor Division of Research and Statistics Bureau of Labor Market Information, Hiring Specifications, July-December 1984 (published in a series of six metropolitan area reports) June 1985.

8. United States Department of Labor, Dictionary of Occupational Titles, fourth edition, 1977.

9. Deborah Phillips and Marcy Whitebook, "Who Are the Child Care Workers? A Search for Answers," Young Children, 41 (4), May 1986, pp.14-20.

10. New York State Department of Labor, Annual Labor Area Report, New York City, Fiscal Year 1986, No. 43 FY 1985, Bureau of Labor Market Information.

11. United States Department of Commerce and Bureau of Census, 1982 Census of Service Industries, New York SC82-A-33, Washington, D.C.: U.S. Government Printing Office.

12. National Association for the Education of Young Children, 1834 Connecticut Ave., N.W., Washington, D.C. 20009.

13. Child Care Resource Center, 552 Massachusetts Ave., Cambridge, Massachusetts 02139.

14. Child Care Workers Alliance, 3602 Fourth Ave. South, Minneapolis, Minnesota 55409.

15. Washtenaw County Association for the Education of Young Children, 1616 Lincoln, Ann Arbor, Michigan 48104.

16. Community Coordinated Child Care, 3200 Monroe St., Madison, Wisconsin 53711.

17. Oregon Association for the Education of Young Children Project, P.O. Box 1455, Tualatin, Oregon 97062.

18. BANANAS Resource and Referral/Child Care Employee Project, 6501 Telegraph Ave., Oakland, California 94609.

19. The Bureau of Labor Statistics reported that almost 42% of all child care workers in centers left their jobs in 1980-81 (reported in National Commission on Working Women, Who Cares for Kids? Washington, D.C., no date).

20. We sent letters to Borough of Manhattan Community College, Broome Community College, Cayuga County Community College, Cazenovia College, College of Mount St. Vincent, Corning Community College, CUNY College Staten Island, Dutchess Community College, Elmira College, Erie Community College, Hofstra University, Hostos Community College, Hudson Valley Community College, Kingsborough Community College, La Guardia Community College, Maria College of Albany, Maria Regina College, Mater Dei College, Medgar Evers Community College, Nassau Community College, New York University, Pace University, Russell Sage Junior College,

St. John's University, State University of New York, Suffolk County Community College, State University of New York, Trocaire College, and Villa Maria College.

21. The variation in terminology and in degree requirements speak to the need for standardization in early childhood teacher preparation. In the present system, students studying for nursery through Grade 6 or 8 certification are not required to take courses in child development, although they will be certified to teach four- and five-year-olds. Students can gain student teaching credits by practice teaching in nursery schools but not in day care centers. Child development is sometimes considered a home economics course offering rather than an education department offering. These distinctions perpetuate the divisions between early childhood teachers in day care programs and those in public school settings.

22. Arthur C. Emlen and Paul E. Koren, "Hard to Find and Difficult to Manage: The Effects of Child Care on the Workplace," report distributed at a forum on Child Care and Employee Productivity: The Workforce Partnership, Portland, Oregon, March 1984.

23. Sheila Kamerman, Parenting in an Unresponsive Society, New York: Free Press, 1980, pp.99-100.

24. L.C. White, "Maternal Employment and Anxiety over the Mother Role," Louisiana State University Journal of Sociology, Spring 1972. (Cited in Lois Wladis Hoffman and F. Ivan Nye, Working Mothers, San Francisco: Jossey-Bass, 1975, p.211.)

25. John Fernandez, Child Care and Corporate Productivity, Lexington, Mass.: Lexington Books, 1986, p. 185.

26. United States Commision on Civil Rights, Child Care and Equal Opportunity for Women, Washington, D.C., 1981. I am indebted to John Hudacs, New York State Department of Labor, for providing me with this reference.

27. Reported in Karen Lehrman, "Firms Can't Afford to Neglect Employee Child Care," The Wall Street Journal, Dec. 19, 1985.

28. Emlen and Koren, op. cit., p.6.

29. Englander, Golden and Barton, 1980. (Cited in Emlen and Koren, op. cit., p.7.)

30. Fernandez, op. cit., p.82.

31. Reported in Lehrman, op. cit.

32. Kamerman, op. cit.

33. Georgia L. McMurray and Dolores P. Kazanjian, Day Care and the Working Poor: The Struggle for Self-Sufficiency, New York City: Community Service Society of New York, 1982, p.107.

34. Emlen and Koren, op. cit.

35. Dana E. Friedman, "Child Care for Employees' Kids," Harvard Business Review, March-April 1986, pp.4-8.

36. Child Care Employee Project, Child Care Employee News, 5 (1), Spring 1986, p.1, and Consortium of Early Childhood Faculty Representing the Colleges of the City of New York, position paper on New York City Department of Health Proposed Changes in Group Day Care Code, Oct. 15, 1983.

37. Kamerman, op. cit. and McMurray and Kazanjian, op. cit.

38. J. Belsky and L. Steinberg, "The Effects of Day Care: a Critical Review," Child Development, 49, pp.929-949.

39. Michael Rutter, "Social-Emotional Consequences of Day Care for Preschool Children," p. 17. In Day Care: Scientific and Social Policy Issues, edited by Edward F. Zigler and Edmund W. Gordon, Boston: Auburn House, 1982.

40. Ellen Farber and Byron Egeland, "Development Consequences of Out-of-Home Care for Infants in a Low-Income Population," in Zigler and Gordon, op. cit.

41. Kontos and Fiene, unpublished, cited in Ellen Galinsky, "The Quality of the Child Care," report on The Conference on Employers and Child Care, Resources for Child Care Managements, Chicago, 1986.

42. E. Mark Cummings, "Caregiver Stability and Day Care," Developmental Psychology, 16 (1), January 1980, pp.31-37.

43. T. Moore, "Exclusive Early Mothering and Its Alternatives: The Outcomes to Adolescence," Scandinavian Journal of Psychology, 16, 1975, pp.255-272. Cited in Alison Clarke-Stewart, Day Care, Cambridge, Mass., Harvard University Press, 1982.

44. Michael Rutter, op. cit. p.4.

45. Abt Associates, Children at the Center, Final Report of the National Day Care Study, Vol. 1, Cambridge, Mass., March 1979.

46. Kathleen McCartney, Sandra Scarr, Deborah Phillips, Susan Grajek and J. Conrad Schwartz, "Environmental

Differences among Day Care Centers and Their Effects on Children's Development," in Zigler and Gordon, op. cit.

47. Alison Clarke-Stewart, "Day Care: a New Context for Research and Development." In The Minnesota Symposia on Child Psychology, Vol. 17: Parent-Child Interaction and Parent-Child Relations in Child Development, Hillsdale, N.J.: L. Erlbaum, 1984.

48. Clarke-Stewart, Day Care, op. cit., p.110.

49. Ann Schneider, "Prepared Statement," in Child Care: Exploring Private and Public Sector Approaches, Hearing before the Select Committee on Children, Youth, and Families, U.S. House of Representatives, Washington, D.C.: U.S. Government Printing Office, 1984.

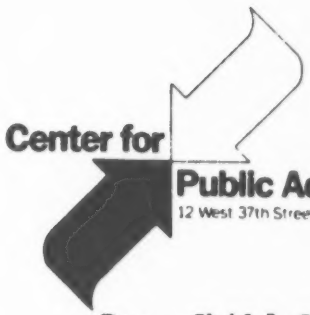
50. New York State Department of Labor, Annual Labor Area Report, op. cit.

51. ibid.

52. See the National Association for the Education of Young Children Position Statement on Nomenclature, Salaries, Benefits, and the Status of the Early Childhood Profession, Young Children, Nov. 1984, pp. 52-55.

53. For more detailed discussion of "trade-offs" between child/staff ratios, salaries, and fees, see Caring about Children in Massachusetts by Gwen Morgan, Boston University of Social Work, 1982, and "Janus Faces Day Care: Perspectives on Quality and Cost" by Richard Ruopp and Jeffrey Travers in Zigler and Gordon, op. cit.

54. See the Child Development Associate National Credentialling Program, administered through the Council of Early Childhood Professional Recognition, a subsidiary of the National Association for the Education of Young Children, Washington, D.C.



December 5, 1985

Dear Child Care Program Director:

The Center for Public Advocacy Research is engaged in an on-going program to support the development of New York State child care policy. The objective of the program is to produce research reports and studies on major issues of child day care. These reports will assist in the process of planning, funding, and improving day care services throughout the state.

Our current study addresses the adequacy of child care staff salaries. This focus results in part from discussions with the New York State Department of Social Services, New York State Child Care Coordinating Council, and the Governor's Child Care Commission. We are conducting a special survey of child care programs across the state.

To ensure that the results of this study are meaningful and complete, we need responses from every program. Your response to this questionnaire will be most helpful. Program names and addresses will be used for matching purposes only. All results will be presented by categories; no individual center will every be identified. Your responses will be strictly confidential.

Please fill out the attached questionnaire and if possible return it in the enclosed envelope by January 1, 1986. If at any time you have questions about the study or completing the questionnaire, please call me at (212) 564-9220.

Sincerely,

Caroline Zinsser

Caroline Zinsser
Director, Child Care Policy Study

NOTE: The Center for Public Advocacy Research has recently completed a report on the affordability of child care in New York State. The report will be published in 1986. If you wish to receive a copy of this report, please write your name and mailing address below.

Name _____

Address _____

_____

CHILD CARE WORKER SALARY SURVEY

5-1

Name of Program_____ (6,7)

Address_____

_____

N.Y. State County_____ (8,9) Telephone_____

Name and Title of Person Completing Questionnaire_____

_____ 10-

GENERAL INSTRUCTIONS: Recognizing that your time is limited, we have tried to make this questionnaire as brief as possible. Please answer as many questions as you can. If some questions do not apply directly to your program, please write N/A (not applicable).

1. Please supply the following information for each member of your staff. If possible, indicate salaries by hourly rate (before deductions) as that will give us a reliable standard for comparison. If you report instead in annual, monthly or weekly salaries, please give us the number of days and hours worked so that we can convert to hourly wages. Disregard the hyphenated numbers in parentheses. They are for computation purposes only.

Job Title	Salary (hourly rate if possible)	Educational Level (years completed) High School	College	Years on Staff
11-	(21-24)	(60)	(70)	(6,7)
12-	(25-28)	(61)	(71)	(8,9)
13-	(29-32)	(62)	(72)	(10,11)
14-	(33-36)	(63)	(73)	(12,13)
15-	(37-40)	(64)	(74)	(14,15)
16-	(41-44)	(65)	(75)	(16,17)
17-	(45-48)	(66)	(76)	(18,19)
18-	(49-52)	(67)	(77)	(20,21)
19-	(53-55)	(68)	(78)	(22,23)
20-	(56-59)	(69)	(79)	(24,25)

5-2

2. Please check below all fringe benefits provided to your staff.

40-1 ____Individual health insurance
2 ____full coverage
____partial coverage
____Family health insurance
3 ____full coverage
4 ____partial coverage
____Dental coverage
5 ____full coverage
6 ____partial coverage
____Maternity/paternity leave
7 ____full coverage
8 ____partial coverage
9 ____Retirement plan

0 ____Life insurance
41-1 ____Reduced or waived child care fees
2 ____Paid vacation (42-43)
(number of days:____)
3 ____Yearly cost of living increases
4 ____Time off for education/ training
5 ____Paid sick days (44-45)
(number per year:____)
6 ____Paid Holidays (46-47)
(number per year:____)

3. Please indicate the number of children enrolled and average full-time weekly (non-subsidized) fees for the following age categories. (Convert part-time enrollments and fees into full-time equivalents where applicable.)

Age	Full-time Enrollment	Average Weekly Fee
under 3	(48-50)	(57-59)
3 - 5	(51-53)	(60-62)
6 - 14	(54-56)	(63-65)

4. We would like to know your staff turnover rate. Please indicate the number of employees who have left in the last 12 months for reasons other than layoffs due to low enrollment.

Job Category	Total Employed	Number who left who in the last 12 months	Reason for Leaving	
Director	(66,67)	(7,8)		17-18-
Assistant Director	(68,69)	(9,10)		19-20-
Head Teacher	(70,71)	(11,12)		21-22-
Assistant Teacher	(72,73)	(13,14)		23-24-
Aides	(74,75)	(15,16)		25-26-

5-6

5. Have you had difficulty in recruiting the following personnel? (Please circle)

	No Difficulty	Some Difficulty	Much Difficulty	
Directors	1	2	3	(27)
Head teachers	1	2	3	(28)
Assistant teachers	1	2	3	(29)
Teachers aides	1	2	3	(30)
Other administrative personnel	1	2	3	(31)

Explantion: _____

_____

6. For your community, what would you estimate as a necessary <u>hourly</u> salary to attract and retain staff in the following categories?

Job Category	Beginning (hourly)	Experienced (hourly)
Director	(32-35)	(52-55)
Assistant Director	(36-39)	(56-59)
Head Teacher	(40-43)	(60-63)
Assistant Teacher	(44-47)	(64-67)
Aide	(48-51)	(68-71)

7. Finally, we are interested in any comments you would like to make, especially specific information about the difficulty in filling positions and suggestions about how the pool of qualified and available child care staff might be improved. (Use a separate sheet if necessary.)

_____ 72-

_____ 73-

_____ 74-

_____ 75-

_____

Appendix B

Table 1: Programs and Employees Represented in the Surveys

	Total	Vol. Centers Public Funds	Vol. Centers No Pub. Funds	Prop. Schools	Nursery Schools	Head Start
Employees						
NYS	3,490	1,410	784	582*	138	520
NYC	1,354	924#	242	96	92	
Programs						
NYS	303**	105	76	64##	20	20
NYC	110	54***	28	10	18	

* 50 receiving public funds and 532 receiving no public funds
# 852 ACD programs and 72 LPOS or voucher
** representing 341 separate centers
5 receiving public funds and 59 receiving no public funds
*** 50 ACD programs and 4 LPOS or voucher

Table 2: Average Hourly Wage by Job Category by Program

(hourly wage/count)

Job Category	Total	Vol. Centers Public Funds	Vol. Centers No Public Funds	Prop. Centers	Nursery Schools	Head Start
Base (employees)						
NYS	3,490	1,410	784	582	138	520
NYC	1,354	924	242	96	92	
Director						
NYS	$ 8.29/279	8.06/111	7.60/78	7.45/41	14.14/9	9.83/35
NYC	$13.09/92	12.78/51	13.83/20	13.49/7	13.00/14	
Asst. Director						
NYS	$ 6.18/117	6.32/54	5.80/25	5.20/18	7.43/2	7.44/14
NYC	$10.29/35	10.35/18	10.79/9	8.75/5	11.00/3	
Head Teacher						
NYS	$ 5.33/1161	5.03/496	5.09/267	4.70/206	8.99/61	6.44/113
NYC	$ 9.14/359	8.85/194	9.87/92	7.55/40	10.66/33	
Asst. Teacher						
NYS	$ 4.30/730	4.28/262	4.12/176	3.95/173	5.93/31	4.94/76
NYC	$ 6.85/378	7.18/230	6.37/89	5.23/30	7.28/29	
Aide						
NYS	$ 3.80/646	3.64/262	3.77/177	3.70/108	4.61/30	4.49/53
NYC	$ 5.85/198	6.15/156	4.63/25	4.95/7	4.77/10	
Nurse						
NYS	$ 6.92/19	6.90/8	8.31/4	6.33/3		5.99/4
NYC						
Secretary						
NYS	$ 5.25/35	5.10/18	4.65/3	5.25/1	6.55/2	5.41/11
NYC	$ 7.80/4	8.15/1	7.14/2		8.75/1	
Bookkeeper						
NYS	$ 5.78/37	5.35/24	6.04/8			7.47/5
NYC	$ 7.83/74	7.80/73	10.00/1			
Cook						
NYS	$ 4.43/150	4.48/88	4.04/31	4.42/14		4.93/17
NYC	$ 6.65/113	6.65/111	6.25/1			
Maintenance						
NYS	$ 4.17/50	4.29/31	3.73/8	3.88/2		4.22/9
NYC	$ 6.31/63	6.33/62	5.00/1		10.21/2	

Table 3: Average Hourly Wage by Job Category by Area

(hourly wage/count)

Area	Director	Asst. Director	Head Teacher	Asst. Teacher	Aide
NYC	$13.09/92	10.29/35	9.14/359	6.85/378	5.85/198
Westchester	$10.99/23	8.24/8	7.71/65	5.15/65	4.68/54
Rockland	$ 9.71/10	5.50/1	6.43/40	4.65/35	4.33/15
Nassau	$ 9.21/29	8.36/5	6.14/96	4.11/146	4.17/32
Total Urban Counties (except NYC)	$ 8.99/174	6.34/74	5.46/784	4.29/533	4.33/197
Total Rural Counties	$ 7.13/105	5.90/43	5.95/377	3.89/421	3.63/225

Table 4: Average Hourly Wage by Educational Level by Program

(hourly wage/count)

Years of College	Total	Vol. Centers Public Funds	Vol. Centers No Public Funds	Prop. Centers	Nursery Schools	Head Start
Base (employees)						
NYS	2,933	1,185	723	546	133	291
NYC	1,062	649	235	89	89	
None						
NYS	$ 4.11/1079	4.11/420	3.88/244	3.89/256	5.36/29	4.79/112
NYC	$ 6.14/263	6.40/173	5.50/46	5.05/22	6.44/22	
1 to 2						
NYS	$ 4.56/716	4.45/314	4.52/197	4.43/123	5.92/16	5.61/44
NYC	$ 6.78/205	7.04/144	6.01/38	6.09/18	7.45/5	
3 to 4						
NYS	$ 5.77/839	5.51/319	5.40/211	5.29/138	7.68/58	6.96/102
NYC	$ 8.44/320	8.46/175	8.49/86	7.67/36	9.33/23	
5 to 6						
NYS	$ 7.98/244	7.57/104	7.39/62	6.71/17	10.61/28	9.00/30
NYC	$11.11/196	10.84/103	11.56/50	8.75/10	11.94/33	
7 plus						
NYS	$ 9.32/16	7.74/6	10.23/2	8.71/4	16.56/1	7.93/2
NYC	$12.08/16	11.50/11	8.17/1	15.87/3	11.00/1	

Table 5: Average Hourly Wage by Educational Level by Job Catogory

(hourly wage/count)

Years College	Total	Director	Asst. Director	Head Teacher	Asst. Teacher	Aide
Base (employees)						
NYS	2,933	279	117	1,161	730	646
NYC	1,062	92	35	359	378	198
None						
NYS	$ 4.11/1079	8.14/6	5.96/29	4.58/205	4.08/377	3.75/462
NYC	$ 6.14/263		9.79/4	7.53/5	6.34/113	5.82/141
1 to 2						
NYS	$ 4.56/716	6.15/35	5.80/27	4.70/303	4.43/219	3.80/132
NYC	$ 6.78/205	10.24/1	9.76/4	7.16.21	6.82/147	5.88/32
3 to 4						
NYS	$ 5.77/839	7.97/121	6.27/37	5.58/531	4.64/112	4.21/38
NYC	$ 8.44/320	12.92/11	8.81/14	8.75/201	7.42/83	5.55/11
5 to 6						
NYS	$ 7.98/244	9.23/99	6.90/21	7.29/110	6.79/8	5.50/6
NYC	$11.11/196	13.24/63	11.90/11	10.14/113	7.52/8	6.60/1
7 plus						
NYS	$ 9.32/16	9.99/14		4.25/1	5.00/1	
NYC	$12.08/16	12.65/13	5.80/1	11.50/2		

Table 6: Average Hourly Wage by Years on Staff by Program

(hourly wage/count)

Years on Staff	Total	Vol. Centers Public Funds	Vol. Centers No Public Funds	Prop. Centers	Nursery Schools	Head Start
Base (employees)						
NYS	2,933	1,185	723	546	133	291
NYC	1,062	649	235	89	89	
0 to 1						
NYS	$ 4.18/750	4.11/327	4.25/245	3.98/126	4.61/14	5.56/23
NYC	$ 7.11/127	7.33/87	6.69/20	6.05/14	6.38/6	
1 year						
NYS	$ 4.57/501	4.46/188	4.61/151	4.15/97	6.18/21	5.55/30
NYC	$ 7.70/163	7.76/66	7.80/58	6.62/23	8.66/16	
2 years						
NYS	$ 4.87/518	4.74/150	5.03/113	4.49/182	7.34/13	5.67/39
NYC	$ 7.13/134	7.19/51	7.27/50	6.11/19	7.81/14	
3 years						
NYS	$ 5.37/272	5.18/107	5.85/66	4.61/58	5.75/15	6.50/22
NYC	$ 8.39/79	8.20/37	8.74/21	7.85/13	9.19/8	
4 years						
NYS	$ 5.56/131	5.23/58	6.02/30	4.59/19	7.50/8	6.09/16
NYC	$ 7.66/65	7.67/41	6.73/9	6.26/5	9.18/10	
5 years						
NYS	$ 6.18/121	5.61/59	6.50/23	5.83/16	7.94.9	6.68/13
NYC	$ 8.71/84	7.58/55	12.00/17	5.52/3	10.41/9	
6 to 10						
NYS	$ 6.28/276	5.83/132	5.76/37	6.26/25	7.96/22	6.97/60
NYC	$ 8.79/146	8.27/106	9.44/14	11.18/9	10.25/17	
11 plus						
NYS	$ 7.58/182	6.57/101	7.31/17	9.25/7	11.42/27	7.27/30
NYC	$10.17/117	9.73/99	13.83/7	9.42/3	12.63/8	

Table 7: Average Hourly Wage by Years on Staff by Job Title

(hourly wage/count)

Years on Staff	Total	Director	Asst. Director	Head Teacher	Asst. Teacher	Aide
Base (employees)						
NYS	2,933	279	117	1,161	730	646
NYC	1,062	92	35	359	378	198
0 to 1						
NYS	$ 4.18/750	7.56/30	5.52/12	4.53/264	3.97/162	3.55/282
NYC	$ 7.11/127	11.55/4	8.52/3	8.58/46	6.34/36	5.48/38
1 year						
NYS	$ 4.57/501	7.64/25	5.31/20	4.92/199	4.23/121	3.68/136
NYC	$ 7.70/163	12.23/8	8.85/2	8.95/66	6.60/64	5.50/23
2 years						
NYS	$ 4.87/518	7.41/50	5.41/15	5.16/199	4.16/174	4.02/80
NYC	$ 7.13/134	13.35/2	9.43/8	8.49/48	6.02/47	5.63/29
3 years						
NYS	$ 5.37/272	7.97/31	6.03/14	5.42/120	4.50/69	4.46/38
NYC	$ 8.39/79	12.38/11	10.30/1	9.02/32	6.94/22	5.77/13
4 years						
NYS	$ 5.56/131	7.86/23	6.10/5	5.27/57	4.91/26	4.45/20
NYC	$ 7.66/65	10.65/2		9.15/21	7.12/27	6.16/15
5 years						
NYS	$ 6.18/121	9.61/18	6.99/11	5.77/58	5.05/20	4.41/14
NYC	$ 8.71/84	13.78/6	13.41/5	9.66/31	7.20/32	5.15/10
6 to 10						
NYS	$ 6.28/276	8.34/55	6.91/27	6.27/119	4.68/54	4.18/21
NYC	$ 8.79/146	12.77/24	10.07/7	9.22/40	7.43/43	6.82/32
11 plus						
NYS	$ 7.58/182	10.12/40	7.40/10	7.43/85	5.78/41	5.41/6
NYC	$10.17/117	14.47/26	11.55/5	9.93/37	8.02/44	7.09/5

Table 8: Percent of Programs Providing Benefits by Type of Program

(percent/count)

Benefits	Total	Vol. Centers Public Funds	Vol. Centers No Pub. Funds	Prop. Schools	Nursery Schools	Head Start
Base (programs)						
NYS	303	105	76	64	20	32
NYC	110	54	28	10	18	
Individual Health						
NYS	54%/164	60%/63	46%/35	45%/29	20%/4	94%/30
NYC	66%/73	79%/42	68%/19	60%/6	33%/6	
Full Coverage						
NYS	31%/95	36%/38	24%/18	31%/20	10%/2	50%/16
NYC	46%/51	57%/31	43%/12	40%/4	22%/4	
Partial Coverage						
NYS	23%/69	24%/25	22%/17	14%/9	10%/2	44%14
NYC	20%/22	22%/11	25%/7	20%/2	11%/2	
Family Health						
NYS	26%/79	24%/25	32%/24	13%/8		60%/19
NYC	56%/62	85%/44	50%/14	20%/2	11%/2	
Full Coverage						
NYS	11%/32	8%/8	12%/9	5%/3		31%/10
NYC	36%/39	63%/33	11%/3	20%/2	6%/1	
Partial Coverage						
NYS	16%/47	16%/17	20%/15	8%/5		28%/9
NYC	21%/23	22%/11	39%/11		6%/1	
Dental						
NYS	19%/57	15%/16	15%/11	5%/3	5%/1	78%/25
NYC	50%/55	84%/42	25%/7	30%/3	17%/3	
Full Coverage						
NYS	5%/15	5%/5	15%/11	2%/1	5%/1	13%/4
NYC	26%/29	46%/23	7%/2	20%/2	11%/2	
Partial Coverage						
NYS	14%/42	11%/11	9%/7	3%/2		66%/21
NYC	24%/26	38%/19	18%/5	10%/1	6%/1	

Benefits	Total	Vol. Centers Public Funds	Vol. Centers No Pub. Funds	Prop. Schools	Nursery Schools	Head Start
Base (programs)						
NYS	303	105	76	64	20	32
NYC	110	54	28	10	18	
Retirement Plan						
NYS	18%/53	17%/18	18%/14	5%/3	15%/3	44%/14
NYC	44%/48	71%/37	25%/7	20%/2	11%/2	
Life Insurance						
NYS	18%/53	13%/14	17%/13	3%/2	10%/2	66%/21
NYC	36%/39	43%/23	43%/12	10%/1	17%/3	
Reduced or Waived Child Care Fees						
NYS	42%/128	43%/45	45%/34	63%/40	30%/6	3%/1
NYC	16%/18	2%/1	21%/6	50%/5	33%/6	
Yearly COLA*						
NYS	43%/129	49%/51	47%/36	27%/17	60%/12	28%/9
NYC	41%/45	26%/14	61%/17	60%/6	44%/8	
Time Off For Education/ Training						
NYS	47%/142	39%/41	42%/32	59%/38	50%/10	59%/19
NYC	27%/30	30%/16	25%/7	40%/4	17%/3	
Paid Sick Days						
NYS	84%/254	91%/95	78%/59	72%/46	90%/18	100%/32
NYC	84%/92	86%/46	82%/23	90%/9	78%/14	
Average No. Days						
NYS	9	10	8	6	6	13
NYC	11	12	12	9	9	
Paid Vacation						
NYS	79%/239	94%/99	76%/58	70%/45	20%/4	90%/29
NYC	73%/80	87%/47	64%/18	70%/7	44%/8	
Average No. Days						
NYS	12	13	12	8	12	17
NYC	23	27	18	16	20	

Benefits	Total	Vol. Centers Public Funds	Vol. Centers No Pub. Funds	Prop. Schools	Nursery Schools	Head Start
Base (programs)						
NYS	303	105	76	64	20	32
NYC	110	54	28	10	18	
Paid Holidays						
NYS	83%/252	91%/95	79%/60	78%/50	50%/10	100%/32
NYC	82%/90	86%/46	79%/22	100%/10	67%/12	
Average No. Days						
NYS	9	9	8	9	12	13
NYC	13	11	17	16	14	

*Cost of Living Adjustment

Table 9: Age of Children by Full-time Enrollment and Average Weekly Fee

Age of children in care	NYS Total	NYC Total
Under 3		
Average enrollment	$18.37	$ 16.07
Average weekly fee	62.93	103.57
3 to 5		
Average enrollment	38.85	57.23
Average weekly fee	58.21	82.37
6 to 14		
Average enrollment	13.41	44.61
Average weekly fee	37.13	56.44
Total age categories		
Average enrollment	53.62	74.08
Average weekly fee	55.55	86.47

Table 10: Full-time Enrollment by Average Weekly Fee

Full-time enrollment	NYS Total	NYC Total
Under 10		
Number of programs	5	2
Average weekly fee	$54.20	$124.00
10 to 19		
Number of programs	20	9
Average weekly fee	55.06	60.14
20 to 39		
Number of programs	112	20
Average weekly fee	53.75	98.44
40 and Over		
Number of programs	159	70
Average weekly fee	56.31	78.37

Table 11: Average Weekly Fee by Average Hourly Wage

Average weekly fee	NYS Total	NYC Total
Under $40		
Number of programs	35	10
Average hourly wage	$5.15	$ 7.05
$40 to $49		
Number of programs	38	5
Average hourly wage	4.77	12.39
$50 to $59		
Number of programs	92	7
Average hourly wage	4.62	8.43
$60 to $69		
Number of programs	54	6
Average hourly wage	4.93	7.13
$70 to $79		
Number of programs	22	5
Average hourly wage	5.44	9.14
$80 and over		
Number of programs	14	22
Average hourly wage	5.40	7.81

Table 12: Full-time Enrollment by Average Hourly Wage

Full-time enrollment	NYS Total	NYC Total
Under 10		
No. of programs	6	2
Average wage	$5.82	$8.16
10 to 19		
No. of programs	20	9
Average wage	5.11	9.44
20 to 39		
No. of programs	112	20
Average wage	4.98	9.76
40 and over		
No. of programs	159	70
Average wage	4.99	7.15

Table 13: Age of Children in Care by Average Hourly Wage

Age of children in care	NYS Total	NYC Total
Under 3 only		
No. of programs	3	4
Average wage	$4.24	$10.64
3 to 5 only		
No. of programs	98	39
Average wage	5.64	8.84
6 to 14 only		
No. of programs	2	1
Average wage	7.58	8.34
Under 3 and 3 to 5 only		
No. of programs	90	30
Average wage	4.69	7.89
3 to 5 and 6 to 14 only		
No. of programs	25	15
Average wage	5.33	6.12
All ages		
No. of programs	79	12
Average wage	4.47	6.29

Table 14: Staff Turnover Rate by Job Category and Type of Program*

(rate per year for the average program)

Job Category	Total	Vol. Centers Public Funds	Vol. Centers No Pub. Funds	Prop. Schools	Nursery Schools	Head Start
Director						
NYS	20%	16%	30%	13%	16%	24%
NYC	15%	20%	12%	20%	6%	
Asst. Dir.						
NYS	32%	40%	29%	36%		6%
NYC	19%	22%	32%			
Head Teacher						
NYS	40%	49%	43%	35%	18%	28%
NYC	39%	47%	35%	33%	23%	
Asst. Teacher						
NYS	44%	54%	54%	39%	14%	19%
NYC	27%	16%	44%	40%	30%	
Aide						
NYS	45%	47%	53%	49%	8%	24%
NYC	22%	15%	40%	45%	17%	

*Percentage of turnover was calculated by dividing the number of employees who left their jobs during the previous year by the total number employed in each job category in each program. These percentages were then averaged to arrive at a turnover rate per year for the average program.

Table 15: Turnover Rate by Job Category by Area

(rate per year for the average program)

	Total Urban Counties* (except NYC)	Total Rural Counties
Director	19%	21%
Asst. Director	22%	54%
Head Teacher	40%	40%
Asst. Teacher	44%	45%
Aide	46%	42%

*Albany, Dutchess, Erie, Monroe, Nassau, Onondaga, Rockland, Schenectady, Suffolk and Westchester

Table 16: Turnover Rate Compared to Hourly Wage Within Job Categories

(rate per year for the average program)

Job category	NYS Total	NYC Total
Director		
Less than 10%	$ 8.49	$13.36
10-24%	6.88	
25-49%	11.91	
50-74%	6.17	
75% or more	7.89	12.02
Asst. Director		
Less than 10%	6.25	10.85
10-24%		
25-49%		
50-74%	5.49	9.16
75% or more	5.53	8.46
Head Teacher		
Less than 10%	5.81	9.72
10-24%	5.48	9.31
25-49%	5.66	9.35
50-74%	5.09	8.91
75% or more	4.89	9.20
Asst. Teacher		
Less than 10%	4.63	7.25
10-24%	4.64	7.11
25-49%	3.97	7.06
50-74%	4.36	7.76
75% or more	4.18	7.09
Aide		
Less than 10%	4.03	6.11
10-24%	3.98	6.67
25-49%	3.82	5.76
50-74%	3.64	6.48
75% or more	3.73	4.43

Table 17: Reasons for Staff Leaving

(percent of programs reporting)

Reasons for Leaving	NYS Total	NYC Total
Base (programs)	303	110
Low pay/lack of benefits	25%	6%
Other employment/better job	37%	36%
Other teaching job	5%	17%
Promotion/career advancement	8%	6%
Further education	17%	6%
Resigned	2%	2%
Pregnancy/maternity	19%	14%
Moved/relocated	17%	7%
Working conditions/hours	4%	—
Burnout	3%	2%
Retired	2%	6%
Fired	8%	10%

Table 18: Difficulty in Recruiting by Job Category

(percent of programs/count)

	Director	Head Teacher	Asst. Teacher	Aide
No difficulty				
NYS	33%/100	20%/61	20%/61	25%/76
NYC	27%/30	15%/16	29%/32	40%/44
NYC*	60%/102	26%/78	57%/145	80%/153
Some difficulty				
NYS	17%/51	32%/96	28%/84	22%/67
NYC	13%/14	25%/27	33%/36	8%/9
NYC*	17%/29	26%/79	33%/85	17%/32
Much difficulty				
NYS	9%/28	27%/82	20%/60	17%/51
NYC	9%/10	50%/55	6%/7	4%/4
NYC*	24%/41	48%/144	10%/26	3%/6
Don't know/ not applicable				
NYS	41%/124	21%/64	32%/98	36%/109
NYC	51%/56	11%/12	32%/35	48%/53

* New York City Early Childhood Education Commission Survey

Table 19: Average Hourly Wages and Wages Necessary to Attract and Maintain Staff by Job Category

Job Category	NYS Actual Present Wages	NYS Wages Necessary to Attract	NYC Actual Present Wages	NYC Wages Necessary to Attract
Director				
Beginning		$ 8.60		$14.26
Experienced		11.00		18.48
Average	8.29		13.09	
Asst. Director				
Beginning		6.75		11.89
Experienced		8.34		15.19
Average	6.18		10.29	
Head Teacher				
Beginning		6.06		10.23
Experienced		7.48		13.12
Average	5.33		9.14	
Asst. Teacher				
Beginning		4.83		7.17
Experienced		5.85		9.05
Average	4.30		6.85	
Aide				
Beginning		3.93		5.86
Experienced		4.64		7.38
Average	3.80		5.85	

Table 20: Comments Pertaining to Difficulty in Filling Positions

(percent of programs commenting/count)

Comments	NYS Total	NYC Total
Base (programs)	303	110
Difficulty	67%/211	58%/64
Low wages/lack of benefits	32%/96	13%/14
No qualified applicants	25%/76	24%/26
Low wages linked to need to keep fees low	9%/27	4%/4
Low wages linked to adult/child ratio	5%/15	2%/2
Low wages linked to low prestige of jobs	4%/13	4%/4
Low wages linked to lack of public awareness of problem	9%/26	
Low wages linked to competitive public school salaries	9%/26	22%/24
Low wages linked to inadequate government funding	7%/21	2%/2
Reasons not stated for difficulty	11%/33	
No difficulty	17%/52	6%/7
Qualified people seek positions	2%/7	5%/5
Regional unemployment	2%/5	
Reasons not stated for no difficulty	13%/40	2%/2

Table 21: Hiring Specifications,

New York State Department of Labor

July-December 1984

Metropolitan areas	Hourly Wage	Number Openings	Education	Experience
New York City				
Preschool teacher	$7.52	105	B.A.	1-2 yrs.
Assistant teacher	4.00	29	Asso.	1-2 yrs.
Nursery attendant	3.35	25	Some coll.	1 yr.
Nassau-Suffolk		0		
Mid-Hudson				
Newburgh-Middletown				
Nursery attendant	3.35	22	unspec.	1 yr.
Poughkeepsie				
Preschool teacher	3.67	4	B.A./Asso.	1 yr.
Nursery attendant	3.35	23	H.S.	1 yr.
Westchester-Rockland-Putnam				
Nursery attendant	5.53	23	H.S.	1-2 yrs.
Upstate Central				
Binghamton				
Preschool teacher	3.92	3	H.S.	1 yr.
Nursery attendant	3.35	22	unspec.	1 yr.
Elmira		0		
Syracuse				
Preschool teacher	4.00	17	B.A./Asso.	1 yr.
Nursery attendant	3.35	29	unspec.	1 yr.
Upstate East				
Albany-Schenectady-Troy				
Preschool teacher	4.15	5	B.A.	1 yr.
Glen Falls		0		
Utica-Rome		0		
Upstate West				
Buffalo				
Preschool teacher	3.65	5	B.A.	1 yr.
Nursery attendant	3.35	43	unspec.	1 yr.
Rochester				
Preschool teacher	3.60	5	B.A.	1 yr.
Nursery attendant	3.35	19	H.S.	1 yr.

Table 22

SUMMARY OF 1984 GRADUATES' SALARY LEVEL

AWARDS	NO. OF RESPONSES	$5,000 - 5,999	$6,000 - 6,999	$7,000 - 7,999	$8,000 - 8,999	$9,000 - 9,999	$10,000 - 10,999	$11,000 - 11,999	$12,000 - 12,999	$13,000 - 13,999	$14,000 - 14,999	$15,000 - 15,999	$16,000 - 16,999	$17,000 - 18,499	$18,500 & up	REPORTED MEDIAN ANNUAL SALARY RANGE
AAS DEGREES																
Accounting	11				2	1	6						1		1	11,000-12,499
Bio Technology	0															
Business Administration	23	0		4	2	6	3	1		2		0		5		9,500-12,499
Chemical Technology	1												1			16,000-18,499
Computer Technology	8					1							3		4	16,000-& up
Criminal Justice/Corr.Ad	0															
Criminal Justice/Pol.Sc.	8			1	1	1			2				1		2	12,500-13,999
Data Processing	13				1	3	5						2		2	11,000-12,499
Electronics Technology	10				1						1		2		6	18,500-& up
Marketing	0															
Nursing	34					1	3	3		5		15			7	16,000-18,499
Paralegal Assistant	2			1					1							9,500-10,999
Retail Business Mgmt.	9	1		4	1				1		1		1			6,500- 7,999
Secretarial Science	5	1			2	1									1	8,000- 9,400
Secretarial Sc./Exec.	7				1	1	3	1					1			11,000-12,499
Telecom. R & TV Broad.	3				1	1							1			9,500-10,499
Telecom. R & TV Tech.	1												1			16,000-18,499
AAS Sub	135	2		10	12	16	20		9		9		29		28	
AA DEGREE																
Early Childhood Transfer	1			1												6,500- 7,999
Hum. & Social Science	16	1			2	5	2		0		0		2		4	9,500-11,400
AA Sub	17	1		1	2	5	2		0		0		2		4	
AS DEGREE																
Computer Science	5	1		1		1			2							9,500-10,999
Engineering Science	1								1							12,500-13,999
Math & Science	2					2										8,000- 9,499
AS Sub	8	1		1		3			3							
CERTIFICATES																
Accounting	3												1		2	18,500 & up
Automotive Mechanics	2								1				1			14,000-15,999
Clerk Typist	0															
Computer Tech.	1												1			16,000-18,499
Data Processing/Prog.	4						2		2							11,000-13,999
Drafting	2						1						1			12,500-15,999
General Business	0															
Industrial Electricity	2														2	18,500 & up
Industrial Machining	2	1													1	11,000-13,999
Paralegal Assistant	0															
Secretarial Science	2						2									11,000-12,499
Welding	1					1										9,500-10,999
Certificate Sub.	19	1				1	5		3				4		5	
TOTAL - ALL AWARDS	179	5		12	14	25	27		15		9		35		37	

Table 23

*The data for this survey was compiled by Albert Foderaro, County College of Morris, Randolph, NJ

By Curriculum for All Types of Employers	Total Offers Per Major	Number of offers per salary range									
		Up to $7,499	$7,500-$9,999	$10,000-$12,499	$12,500-$14,999	$15,000-$17,499	$17,500-$19,999	$20,000-$22,499	$22,500-$24,999	$25,000 & Up	Unknown
AGRICULTURE											
Ag Engineering	7		3	3	1						
Animal Husbandry	11	1	1	9							
Food Service	32		8	13	8	3					
Plant Science	17		9	5	3						
Other	37	3	4	8	6	4	1				11
BUSINESS											
Accounting	157	3	24	67	44	16	3				
Business, General	242	8	31	58	106	24	7	5	2	1	
Marketing	44		4	14	9	15	2				
Retailing	68	2	19	33	14						
Secretarial Science	463	22	70	134	116	96	20	1			4
Other	96	7	27	18	7	5		3	1	4	24
SOCIAL SCIENCE											
Child Care	43	22	8	11	2						
Police Science	45	2	1	5	17	12	5				3
Human Service	7		2	4	1						
Other	16	3	3	5	2	1		1	1		
HEALTH PROFESSION											
Dental Technology	63	1	4	4	11	18	13	9	2	1	
Medical Technology	51		3	13	17	18					
Nursing	424		6	14	55	151	96	36	27	2	37
Medical Assistant	51	6	22	16	6	1					
Respiratory Therapy	9				3	6					
X-Ray Technology	8		1	3	4						
Other	20	1	7	5	5		2				
TECHNOLOGY											
Automotive	30	1	4	10	9	2	2	2			
Biology	6			2	1	3					
Chemistry	25		1	1	9	10	3	1			
Civil Engineering	27		1	1	8	11	4	2			
Computer Science & Data Process	238	11	29	40	41	33	48	16	16	4	
Drafting	44			9	11	11	12	1			
Electrical and Electronics	135			14	29	35	36	20	1		
Environmental Science	29	1		1	2	3	10	5	7		
Mechanical & Mechanical Design	80		1	6	22	25	19	6	1		
Surveying	15			2	4	1					9
Other	131		5	22	13	26	34	15	15	1	
LIBERAL ARTS											
Commercial Art	16	2	4	7	3						
General Degree	59	1	4	7	46	1					
Other	10	3	2	3	1		1				
Total	2846										

Table 24: Salary Scale for AFSCME Members in New York City Funded Day Care Centers

TITLE	OLD MINIMUM	MINIMUMS EFFECTIVE		
		7/1/84	7/1/85	7/1/86
Teacher (Certified, with student teaching credit and a Master's Degree in Education)	$16,052	$16,855	$17,762	$19,304
Teacher (Certified, with student teaching credit or a Master's Degree in Education)	$15,705	$16,490	$17,381	$18,901
Teacher (Certified)	$15,359	$16,127	$17,000	$18,500
Teacher (Uncertified with Study Plan)	$14,676	$15,410	$16,144	$17,024
Ass't Teacher(with B.A. or B.S.)	$13,983	$14,682	$15,381	$16,220
Ass't Teacher (with 60 credits including 24 credits in Education)	$13,590	$14,270	$14,949	$15,764
Ass't Teacher (with 60 credits)	$13,320	$13,986	$14,652	$15,451
Ass't Teacher (with 30 credits)	$12,850	$13,493	$14,135	$14,906
Ass't Teacher (with High School Diploma)	$12,450	$13,073	$13,695	$14,442
Teacher Aide	$11,900	$12,500	$13,100	$13,814
Infant Care Group Teacher	$13,374	$14,043	$14,711	$15,514
Infant Care Aide	$11,900	$12,500	$13,100	$13,814
Ass't Family Day Care Coordinator	$14,329	$15,045	$15,762	$16,622
Bookkeeper II	$14,618	$15,349	$16,080	$16,957
Bookkeeper	$13,590	$14,270	$14,949	$15,764
Ass't Bookkeeper	$12,400	$13,020	$13,640	$14,384
Cook	$12,225	$12,836	$13,448	$14,181
Helper	$12,000	$12,600	$13,200	$13,920
Custodial Employee (Janitor)	$12,100	$12,705	$13,310	$14,036